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ABSTRACT

This document consists of a year's worth (four issues) of the Journal "School Safety." Each issue is devoted to a specific theme. The fall 1991 issue concerns "overcoming prejudice and hate." The unifying thread woven throughout this issue is the need to provide opportunities for children of diverse backgrounds to be exposed to valid information about one another. The winter 1992 issue responds to the crisis of "drug-exposed babies." With special attention including medical care, creative education, and stable home environments, these children may have a chance. Reports in this issue describe a pilot program that addresses the special needs of children prenatally exposed to drugs, a program for training teachers, and research currently being conducted. The spring 1992 issue is concerned with "reducing drugs, delinquency, and disorder." In 1986, the Office of Juvenile Justice and Delinquency Prevention initiated a massive longitudinal study on the causes and correlates of delinquency. Principal researchers from the three projects that contributed to the longitudinal study discuss various elements of their research. The fall 1992 issue focuses on the current trends and issues of teacher and staff victimization. Each issue contains 7 to 10 articles, news updates on the theme issue, and the names and addresses of relevant resources. (MLF)

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School Safety

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NATIONAL SCHOOL SAFETY CENTER NEWSJOURNAL

Fall 1991 - Fall 1992

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School Safety

"Bigotry has no head and cannot think: no heart and cannot feel. Her god is a demon. her decalogue is written in the blood of her victims."

— Daniel O'Connell 19th century Irish statesman

EA 024 563

Overcoming prejudice and hate

By Ronald D. Stephens
NSSC Executive Director

"It is never too late to give up your prejudices." So said noted American author Henry David Thoreau more than a century ago. Today, national attention has been drawn to such incidents as the alleged racially motivated beating of Rodney King by several Los Angeles police officers or the Bensonhurst, New York, incident where Yusef Hawkins, a black youth, was beaten to death by white youths.

Incidents such as these are not new, but they do have a new name. The term "ethnoviolence" refers to acts of violence or intimidation motivated by prejudice and hate. More than one hundred years ago, Irish statesman Daniel O'Connell aptly described this inveterate problem, saying, "Bigotry has no head and cannot think; no heart and cannot feel. Her god is a demon, her decalogue is written in the blood of her victims." This issue of *School Safety* addresses the problems of ethnoviolence and bigotry, focusing on ways our children can learn to overcome the biases and intolerance passed on from previous generations.

Today's children are living in an increasingly multicultural and multiracial society. More than one million immigrants enter the United States annually. By the year 2000, one out of three children entering the public schools will be from a minority group.

As our nation focuses on the educational strategies that will bring success to the schoolchildren of the next decade, perhaps no greater challenge is presented than to create a learning climate and educational setting where cultural diversity is embraced with appreciation, acceptance and understanding.

Most people are not consciously racist. Much of the racism in schools exists in subtle forms of prejudices and stereotypes. This subtle bias may be exhibited through the selection of curriculum materials; inappropriate student tracking; unequal opportunities to teach or to compete; denial; or simply an unconscious awareness of one's own actions and assumptions. It also may be exhibited through teachers who expect less from non-white students or from youngsters who do not speak fluent English. Newcomers, even of the same race, may be considered "outsiders."

But sometimes racism is not so subtle. The formation of gangs and gang violence along racial lines, the use of racial slurs and epithets, and vandalism and interpersonal violence based on hate and prejudice are much more obvious examples.

Racism and ethnoviolence must be overcome. Schools perhaps are best positioned to address this problem and, in doing so, problems of school crime and violence, as well as intimidation and fear, will receive mutual benefits.

The unifying thread woven throughout the articles in this issue of *School Safety* is the need to provide opportunities for children of diverse backgrounds to be exposed to valid information about one another. These opportunities can take the form of a well-planned multicultural curriculum, the use of cooperative learning methods, the development of student mediators and conflict resolution teams, or classroom activities that help students to examine their own beliefs and prejudices.

Also in this issue, Kenneth Holt reports on a controversial program developing in the Milwaukee public schools. As a component of a larger strategy for improving the academic and behavioral performance of African-American students, this experimental program targets African-American male youths for a curriculum that is designed to affirm their self-worth as well as their heritage and culture.

Effective school strategies countering prejudice and hate-motivated crime and violence should include the following actions:

- Establish districtwide policies that reflect a zero tolerance for racism.
- Remove or paint over offensive graffiti immediately.
- Develop a school-community training program that is designed to heighten understanding among ethnic groups.
- Provide counseling for newcomers.
- Establish an attitude of acceptance and respect for ethnic and cultural differences.
- Create an attitude of appreciation and care. Every child should feel important and appreciated for the uniqueness he or she brings to the educational setting.
- Begin by making a difference with yourself, now, in terms of attitude, acceptance and appreciation for others.

Our goals as parents, educators and youth-serving professionals should include preparing children how to live together in harmony. School crime and violence are merely the tangible expressions and products of conflict. If we can successfully remove another element of that conflict — specifically ethnoviolence — from the educational setting, we will be just that much closer to safer and more effective schools for all of America's children.

NATIONAL SCHOOL SAFETY CENTER

Pepperdine University's National School Safety Center is a partnership of the U.S. Department of Justice and U.S. Department of Education. NSSC's goal is to promote safe schools free of drug traffic and abuse, gangs, weapons, vandalism and bullying; to encourage good discipline, attendance and community support; and to help enure a quality education for all children.

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School Safety

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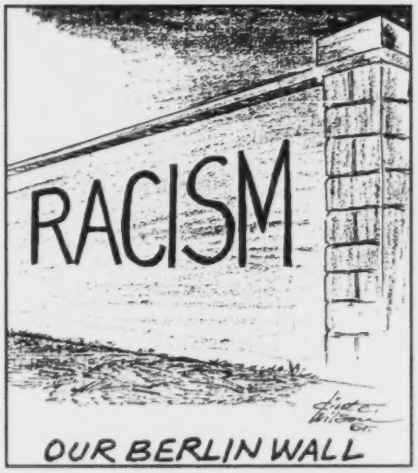
About the cover:
Ethnoviolence is a new word for an old problem. Daniel O'Connell, 19th Century Irish statesman, described bigotry as having no head and no heart. Artwork by Robert Privitt.

CONTENTS



"Bigotry has no head and cannot think;
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5 **Raising a less violent generation**
by Ira Reiner

8 **United we stand**
by Robert J. DeSena

10 **Making a world of difference**
by Marjorie B. Green

12 **Awareness and action lead to resolution**
by Grace Flores Hughes

15 **Living with diversity**
by Adele Dutton Terrell

20 **Milwaukee's radical answer to education**
by Kenneth C. Holt

24 **Violent hate countered by education and law**
by Betsy Rosenthal

26 **Antidote for prejudice**
by Debbie C. Walsh

Updates

2 NSSC Update
31 National Update
32 Legislative Update
33 Legal Update
34 Resource Update

Resources

4 School Safety News Service
18 NSSC Publications
19 NSSC Resources
22 NSSC Documentaries
30 School Crisis Video
35 "Principals of Leadership"

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BY IRA REINER

An upsurge in the incidence of hate crimes nationwide has policy-shapers and educators alike concerned.

Raising a less violent generation

Diplomats at the United Nations communicate in five languages. So do students at Central Elementary School in Baldwin Park, California. I visited Central not long ago to talk with children about the need for respect and understanding between ethnic groups.

The remarkable diversity on that thriving campus is striking. Yet for a country whose students speak 86 different languages, such diversity isn't remarkable at all. Central is a pretty typical school for Southern California. Indeed, it is less cacophonous than many.

A varicolored metropolis

How could it be any different in Los Angeles in 1991? The rainbow in our classrooms is only the reflection of an equally varicolored metropolis. Few cities in world history have pulled together so many different races and cultures so quickly. For the most part, this patchwork community works amazingly well. People live and work in relative harmony, building a dynamic and productive society.

But diversity also has a dark side. People predisposed to hate those who are "different" always have found plenty of targets in Los Angeles.

Racial and ethnic violence has been an ugly, recurring theme throughout the city's history — lynchings of blacks, marauding attacks on "Chinatown," looting and internment of Japanese Americans, and Zoot Suit Riots. While large-scale violence has declined as the city has matured, a recent explosion of hate crimes indicates that the submerged impulse to attack minorities may be as strong as ever.

Some 550 incidents of hate-inspired violence against minorities were reported to the Los Angeles County Human Relations Commission in 1990, an all-time record. Breaking that ugly record has become an annual event. Yet, most experts believe that reported incidents represent only a small fraction of the total. Hate violence is one of the few trends that keeps pace with L.A.'s burgeoning population.

Law enforcement has responded strongly. Despite the need for police and prosecutors to focus on crimes such as homicide, rape, narcotics and gang violence, serious hate crimes are pursued aggressively — *if* they're reported.

The reality, though, is that the legal system should be our last line of defense for hate crimes. Judges can help by dropping a well-publicized hammer in key cases. But courts are not well-suited to dealing with complex, pervasive problems like ethnic hatred.

As a practical matter, vandals or assailants in these cases often are difficult or impossible to identify. Even when a perpetrator is suspected, the cost of pursuing civil remedies for misdemeanor-level crimes can be prohibitive compared to possible penalties.

In addition, with local courts clogged with serious felonies, even major hate crimes cases can be delayed for years through legal wrangling. One of the most frustrating examples occurred in December of 1983. Members of four hate groups — the KKK, the American Nazi Party, Aryan Nations and a new, extremely violent bunch called "The Order" — came together to burn a cross in a peaceful, largely black middle-class neighborhood. The cross-burners had weapons, and they had been responsible for similar displays in seven different California counties.

Although the District Attorney's Office moved immediately to prosecute the ringleaders, that case is only now coming to trial. The power of deterrence is badly debased when justice is so painfully delayed.

Not every case is so frustrating, but the lesson for society is clear — not even the toughest enforcement policy can succeed without two supporting elements:

- a long-term, highly visible program of public education and deterrence; and
- a strong prevention effort through human-relations curricula in the schools.

Ira Reiner is the Los Angeles County District Attorney.

Photo by Stuart Greenbaum

Community outreach

The public affairs division of the Los Angeles County District Attorney's Office conducts an extensive program of community outreach on this issue. Sometimes the goal is to address a problem of special urgency — like the surge of attacks on Arabic speaking persons during the Persian Gulf Crisis.

An effective television public service announcement (PSA) was produced using actor Edward James Olmos to deliver a message of tolerance and a reminder that those who commit hate violence face stiff punishment under California law. Response from the media and the public was tremendous. The PSA is still playing many months later, and the rash of anti-Arab incidents has subsided.

The District Attorney's Office recently began the process of building long-term public awareness by producing a 16-minute video on hate violence in Los Angeles and how citizens can help prevent it. One of the primary purposes of the program and the video is to encourage victims of hate violence to report these crimes.

Hate crimes have historically been underreported. Victims should immediately report these incidents to their local law enforcement agency. The arrest and prosecution of persons committing these crimes is important both to punish the guilty and to deter others from engaging in this ugly behavior.

The brochure that accompanies the video presentation lists the kinds of offenses punishable as hate crimes under California law; outlines the types of relief available (including substantial civil penalties payable directly to victims); and provides phone numbers and other information for reporting hate crimes to the authorities.

To guarantee the broadest possible readership, this pamphlet currently is available in English, Spanish, Arabic and Cambodian. In the near future, it will be issued in Korean, Chinese, Vietnamese and Armenian language editions.

With the assistance of many school districts — as well as service groups,

community organizations, cable networks and other governmental agencies — this information is distributed throughout the county in both print and video formats.

Educating our youth

While schools can play a key role in the efforts to build public awareness, they have an even greater responsibility for helping to prevent hate crimes by educating students. Anyone who doubts the need should take a close look at the age distribution of hate-crime perpetrators. A disturbingly large percentage are young people of school age, especially young men.

Youthful hate violence takes many forms. Sometimes a single, disturbed teenager will launch his own mini-campaign of harassment. Sometimes groups of bored and alienated high-school-aged youngsters egg each other on to perform acts of vandalism — like spray painting swastikas on Jewish temples. Similar acts of defacement are common against schools and other public buildings. The psychological impact on victims is far greater when the crime is clearly aimed at vulnerable minorities.

Groups of young men out for trouble don't always stop at petty vandalism. All too often they move on to physical assault. No group is immune from such attacks, but gays seem to be a special target. In fact, the Human Relations Commission reports that victims in more than half of all gay-bashing incidents identify their assailants as juveniles.

Fortunately, most adolescents who commit such crimes are not highly organized or intellectually systematic about their hatred. The emergence of more structured, ideological hate groups — violent groups along the lines of the KKK, the Nazi Party, and the Order — would be a real nightmare for our society. This is why those in law enforcement are especially concerned about the rising phenomenon of "Skinheads."

Skinheads essentially are white racist street gangs. They combine the violent, nihilistic style of the "punk" movement with a dangerous dollop of Nazi paraphernalia and propaganda. Because Skinheads make compelling copy for the news media, and because they conjure up profoundly troubling images from our past, both their numbers and their importance often are overstated.

Compared to the many tens of thousands of conventional gang members in the Los Angeles area, there are very few Skinheads roaming our streets — perhaps a few hundred. Even that estimate is probably high because many of these young people aren't real Skinheads. They simply don the garb and talk the trash in their own twisted version of teenage rebellion.

Raising a less violent generation

All these young people — the solitary harasser in Westchester, night-riding vandals in the Valley, gay-bashers cruising West Hollywood and Skinheads getting high on hate — have one thing in common: They are acting out, consciously or unconsciously, messages they learn from adults.

Our schools cannot be held accountable for the anti-social behavior of these young people. Nor can civilizing messages in the classroom ever completely counter lessons of hate learned from family and peers. But, imperfect as they are for the task, the schools can help raise a more tolerant, less violent generation.

As a general rule, educators take this responsibility very seriously. Many do an outstanding job. However, too often, schools practice a subtle form of denial. Because their intentions are good, and because they work hard at dealing with overt displays of racism on campus, they think nothing more is necessary. As a result, too few have moved to build a strong, effective human-relations component into their curricula.

Many resources exist for building such curricula — human relations commissions, groups such as the National Conference of Christians and Jews, the Anti-Defamation League of B'nai B'rith, not to mention the National School Safety Center itself. But schools are too limited in the use they make of this outside expertise. Most principals and teachers are receptive to one-time programs, often using an assembly format. But getting into the classroom for long-term work is much harder.

Hopefully that will change. Until it does, we will continue to see young faces troop through the doors of our county jails — their minds affected, their own lives scarred and, through the corrosive power of their hatred, rendering countless other lives ugly and fearful.

While at Central School, a solemn young sixth-grader looked me in the eye and asked, "Why do some people hate other people just because of their color?" This is how I responded:

If we ever learn the answer to that, we will know so much more than we know now. I can't tell you why there is prejudice and bigotry in the world nor why there are people like that. But we know that it's catching, just like the flu.

Young kids do not hate other people because they're different. But some kids, as they grow up, begin to do that because they're learning bad lessons from some very bad adults. It should be the other way around. Adults should be learning from kids about this. Because kids don't hate other people for what they are.

Breaking the barriers of prejudice

We can't preserve the innocence of childhood forever. But we can do a better job of building on the natural tolerance of the very young. In our multicultural society, children need inoculation against hatred just as surely as they need inoculation against the flu and measles and other infectious diseases. We also all share the responsibility for fighting this contagion. We all share in the benefits. Breaking the barriers of prejudice can be enormously rewarding work. ●

BY ROBERT J. DESENA

The Council for Unity has served as a model throughout the state of New York in promoting multicultural education and conflict mediation among students.

United we stand

The Council for Unity, which began to combat racial violence, has become an instrument for enhanced security in the schools. Perhaps the linchpin of this success is the program's ability to bring divergent ethnic and racial groups into ongoing relationships where values are taught and a family atmosphere is provided. In this environment, students create their own agendas to reduce the tensions that threaten their well-being at school and in the streets.

A history of violence

Founded in 1975 at John Dewey High School in Bensonhurst, Brooklyn, New York, the Council for Unity began as an attempt to create an interracial group of student mediators to help end the cycle of bias-related violence that threatened the school and its adjacent communities. Six student leaders — representing Hispanic, Asian, Jewish, Italian and African-American constituencies — were trained as student mediators. They participated reluctantly at first, but through frequent contact with each other and the sense of empowerment gained from their newfound status, the Council became a part of the school establishment.

A weakness in the initial Council program immediately became apparent. Mediation alone was not getting the job done. Council members exercised only a limited influence over the population prone to violent activity. The reason was simple. Mediation was a reaction to violence; it was not able to prevent it. Combatants returned to the same environment and the same relationships that galvanized their hostility in the first place.

Council members realized that their own experiences of success were based on the mutual friendships they formed between themselves — friendships born out of frequent contact and mutual commitment to a common cause. Something had to be done to bring individuals and groups together in meaningful, ongoing relationships so that the ethos of bias-related violence could be countered.

A "lifting of hands"

A racial incident occurred in 1979 that threatened to convulse the school and the community. It also forged a new direction for the Council for Unity.

The owners of the school luncheonette sold out their interest over the summer break. The new owners allowed neighborhood toughs to use the establishment as a hangout. An "out of order" sign was placed over the jukebox and the plug was pulled out of the socket. The no music policy was perceived by minority students as a cheap device to keep them out. They also were harassed and, finally, displaced.

Shortly thereafter, a group of African-American youngsters entered the luncheonette to challenge this policy. The plug was inserted into the socket, the no music sign torn down, and the music played once again. Before the first few strains were heard, white youths, mostly in their 20s, exploded out of their booths and attacked the minority students. In the ensuing melee, which spilled over into the street, many were injured.

Revenge was planned for when school was over that day. Hispanic, Asian and Italian-American groups from the school were drawn into the conflict since they would have to pass through the battle zone to get home. Fortunately, the Council had contacts in each of these groups, and a solution was mediated. The combatants were given the option of joining the Council or facing the consequences from school authorities and the police. They joined the Council.

This encounter, referred to as the "Lifting of Hands" incident, had a profound effect on the combatants. The leader of the blacks, Nelson "Chill" Ennis, is now on the board of directors of the Council. Nicholas Chiappetta, the leader of the Italian-Americans, is now the director of the program.

Emphasizing multicultural education

The infusion of this new membership brought about a compelling desire to de-

Robert J. DeSena is Executive Director of the Council for Unity, Inc., at John Dewey High School in Brooklyn, New York.

sign an enduring model for the program. The emphasis shifted to multicultural education, not just mediation. The following four points became the foundation of the Council for Unity:

- *Student empowerment.* Student members run the program and create an agenda to combat the problems of violence and racism.
- *A family atmosphere.* Through frequent sensitivity and group dynamics training, members learn how to support one another.
- *Character education.* A value system guides members to discover principles that foster common cause and constructive change.
- *Self-enhancement.* Opportunities to develop skills, talents and abilities are incorporated into the program. Unlike the rigid conformity of gangs and posses, members are free to be themselves and discover their potential.

With these tenets in place and a commitment to promote racial harmony and service to the community, the Council took on its final form.

Original dramas focusing on multicultural themes have been written, directed, produced and performed by Council members. More than 26 plays have been presented at assembly programs.

The reputation of the program grew. Membership increased as teachers, security guards, parents and custodial staff joined the Council. A volunteer program was established. Council members set up a senior citizen escort service, performed at hospitals and senior citizen centers, sponsored park clean-ups, visited orphanages, and conducted food drives for the homeless and toy drives for needy children at Christmas.

Organization was needed to monitor these initiatives. An executive board was created and committees were formed. Leadership training was implemented and manuals were designed to facilitate problem-solving and decision-making skills. An induction process was developed for candidates entering the program. A handbook was written that explained the history of the Council, the value system that governed it, and how candidates' work would be evaluated.

These procedures began to transform the students in the program. They wanted to be involved in as personal a way as possible. A social program where members could get together after school, on weekends and over the summer was created.

Alumni, wishing to maintain their involvement, decided to incorporate in 1983 as the Council for Unity, Inc., a non-profit organization operating in the state of New York. They have raised money for scholarships, conducted job fairs, networked with community-based organizations, and developed an agenda to bring the program to other schools and communities. Most importantly, they gave the program continuity. Students could maintain their commitment for life if they wished.

A catalyst for change

In the aftermath of the Howard Beach racial incident in 1986, other schools began to request the program. By the time of the death of Yusef Hawkins in Bensonhurst in 1989, the Council had expanded to 15 schools with John Dewey High School as its base. The program has been successfully replicated in elementary, junior and senior high schools, as well as at the college level. Requests for additional chapters have required the hiring of more staff and seeking new sources of funding.

The impact on students, schools and communities has been far-reaching. Michael Mui, a Chinese-American student from the John Dewey High School chapter, was an isolated, uninvolved young man when he first joined. After three years, he has spoken to large audiences, acted in plays and become a leader. In responding to why he was able to change, Michael stated, "It feels like a family here. I love this place."

Steven Ganzell, principal of David A. Boody Junior High School, said after a serious crisis, "We were able to use the eighth- and ninth-grade members of our Council for Unity to mediate a racial dispute that developed among several seventh-grade children. Their efforts were successful and truly rewarding to witness. As a result, seventh-graders were invited to participate in our Council organization."

By linking elementary, junior and senior high schools together in a communitywide network, the potential for violence diminishes, and communication replaces conflict. In Brooklyn, Community Superintendent of District 21 Donald Weber sees the Council "as a proactive program which instills in students positive solutions for conflict resolution. The success that District 21 has experienced with the Council for Unity should be considered for a nationwide program involving America's youth."

Safer schools and neighborhoods

While reducing racial tension and promoting harmony are the goals of this program, a resulting by-product is safer schools and neighborhoods. By bringing students of diverse backgrounds out of their isolation, the cause of conflict is diminished. If the Council experience has demonstrated anything during its 16-year history, it is that the more young people feel powerless to effect the forces which minimize them, the more violent they become. By giving them power, the need for violence is abrogated.

Finally, by personalizing their environment through a program that promotes peer support and self-worth, the underlying humanity of all participants is experienced. As Bobby Marchese, one-time combatant in the "Lifting of Hands" incident and now lawyer to the Council for Unity, Inc., has frequently stated when speaking of his experiences with the program, "Our differences bind us, not blind us." ●

For further information on how to implement a Council for Unity program at your school, write to: Robert J. DeSena, Executive Director, Council for Unity, Inc., John Dewey High School, 50 Avenue X, Brooklyn, New York 11223.

BY MARJORIE B. GREEN

Workshops sponsored by the Anti-Defamation League of B'nai B'rith train teachers and students to examine their cultural beliefs.

Making a world of difference

I'm prejudiced. It's not something I'm proud of. It's not even something I usually think about. But I do know that it is something I want to change.

These are the words of a Los Angeles high school senior, moved by the day-long A WORLD OF DIFFERENCE workshop he had attended. The message, delivered with obvious sincerity, shows the potential of such educational programs to reach students and to make them think and want to grow.

Eliminating prejudice and bias

A WORLD OF DIFFERENCE is a school-, community- and media-based program initiated by the Anti-Defamation League of B'nai B'rith (ADL) in 1985 to address not only overt prejudices but also the much more illusive biases that sustain discrimination in our society as well.

The ADL's many years of research into how prejudice is acquired and how it can be eliminated provide the foundation for A WORLD OF DIFFERENCE. The project encourages teachers to create a school climate where *all* children feel secure, accepted, independent and responsible. Teachers are explicitly encouraged to enhance student self-esteem because the evidence is overwhelming that acts of bias and violence are perpetrated by individuals with low self-esteem.

Because information alone is not sufficient to change people's attitudes, the program uses audio-visual materials, simulations, role plays and other creative techniques to teach its lessons. Additionally, the program also offers specific strategies for confronting children's prejudicial attitudes — a necessary first step since inaction can be interpreted by students as a signal of acceptance and complicity.

A WORLD OF DIFFERENCE comes at a time when dedicated educators are seeking new techniques for ensuring the success of all students — especially low-income, ethnic and/or language-minority students — and for reducing intergroup conflicts, which have been escalating on school campuses nationwide.

Analysts attribute the dramatic rise in acts of bias and bigotry perpetrated by young adults to the following factors:

- racially related economic competition for both job opportunities and college aid;
- a decline in parental responsibility for children's actions;
- social policies described by the media to be insensitive to minorities; and
- lack of personal knowledge and awareness of past struggles of others for justice and equality.

The role of education

Education can play a significant role in countering racial prejudice, according to a major survey of racial attitudes released by the National Opinion Research Center (NORC) in early 1991. While support for racial equality has grown, "most groups have at least some prejudice against all the other groups," said Tom W. Smith, NORC survey director.

With an increasingly diverse student body, teachers need confidence to combat prejudice and to discuss issues of race, religion and ethnicity in class. They do not need a set of "correct" answers, but rather they need techniques for handling controversial and emotionally laden issues. Researchers have noted that to be successful, teachers need to examine their own cultural assumptions; to deepen their understanding of and respect for ideas, practices, and perspectives different from their own; and to gain experience interacting and working with people from a variety of cultural backgrounds and in a variety of cross-cultural settings.

The process of examining each person's cultural assumptions is the starting point for the staff training and development provided by A WORLD OF DIFFERENCE. Through a series of experiential activities, participants confront their own biases and develop effective techniques for reducing intergroup tensions. The workshops are designed to:

Marjorie B. Green is Western States Education Director for the Anti-Defamation League of B'nai B'rith.

- encourage participants to examine their own and others' attitudes toward differences;
- teach effective techniques for promoting attitudinal change;
- foster appreciation of the importance of confronting issues of prejudice or bigotry and discrimination;
- develop methods for incorporating socially significant issues into the curriculum; and
- increase participants' knowledge of multicultural education.

Teachers who have been struggling with a dramatically changing student body without the resources or even the vocabulary to address racial and religious differences have responded positively to A WORLD OF DIFFERENCE workshops. "People have to get in touch with their own feelings before they can help children deal with theirs" and "this mind-opening workshop helped me feel empowered to know I can facilitate change" are examples of comments made by such teachers.

Reaching students

A WORLD OF DIFFERENCE has its roots in Boston, where racial turmoil erupted around the issue of school desegregation. The Anti-Defamation League looked for ways to reach students — the main victims and, often, perpetrators of Boston's racial tensions — to inspire in them a genuine desire to combat prejudice.

ADL believed that the power of television, in tandem with specially designed educational curricula and teacher-training programs, could be used to change attitudes and behavior. The League brought together leaders from the media, education, business and civic organizations, and with the generous support of the corporate community, A WORLD OF DIFFERENCE was initiated.

WCBV-TV, Shawmut Banks and the Wishnow Group, Inc., a media/public affairs consulting firm, joined ADL in creating a campaign that would confront Boston's seething ethnic, racial and religious tensions. More than 40 hours of original programs on prejudice and discrimination were developed and aired. A massive *Teacher/Student Resource Guide* was developed. The guide contains classroom-ready lesson plans dealing with American beliefs and values, prejudice and discrimination, and scapegoating and racism.

WE CAN MAKE
A WORLD OF DIFFERENCE SM

A WORLD OF DIFFERENCE was so well-received by civic leaders and local educators that Massachusetts has used the program for six years. Through contributions from corporations, foundations and individuals, the program has been successfully implemented in nearly 30 cities, including St. Louis, Miami, Detroit, Albany, Baltimore, Houston, Kansas City, San Francisco, Seattle, Los Angeles, Philadelphia, the New York tri-state area and the nation's capital. Its powerful media message has been seen by more than half of the country's television-viewing households.

Changing campuses and workplaces

Corporations, small businesses, universities and government agencies across the country today are facing many of the issues educators have been coping with in schools. They are asking such questions as: How can we attract and retain qualified and diverse personnel? How can we create a bias-free work environment in which all employees can be comfortable and productively work together?

In response to these concerns, ADL has developed two new programs — A WORKPLACE OF DIFFERENCE and A CAMPUS OF DIFFERENCE — to provide some of the knowledge and skills necessary to successfully respond to rapidly changing and diverse workplaces and college campuses.

Institutions will change to accommodate diversity or they will fail. But much of the most meaningful change will occur at the individual level. A high school senior struggling with the growth he experienced at the A WORLD OF DIFFERENCE workshop stated:

Yes, I'm prejudiced. I have opinions I can't justify. But now I can admit this, and know that it doesn't have to be like that. I walked into that workshop prejudiced, and I walked out prejudiced, but knowing a little more about myself and my friends. It would be impossible to say that a one-day workshop really changed me that much — but it's a start. ●

To obtain more information on acquiring the strategies and materials available through ADL's A WORLD OF DIFFERENCE programs contact: ANTI-DEFAMATION LEAGUE— A WORLD OF DIFFERENCE, 823 United Nations Plaza, New York, NY 10017, (212) 490-2525.

BY GRACE FLORES HUGHES

The Community Relations Service assists schools and communities in resolving friction arising out of desegregation and multicultural education issues.

Awareness and action lead to resolution

A multicultural environment has become the norm in many schools and communities throughout the United States. The diversity found in these settings offers opportunities for people to learn more about one another, enhancing their global awareness and education. But at the same time, not all members of the school community adjust to this diversity. Many are not sensitive to other racial or cultural groups, creating the possibility for racial and ethnic friction — and possibly racial or ethnic disruptions between groups at school.

Resolving multicultural conflicts

During the past three years, the Community Relations Service (CRS) has assisted more than 600 schools and school districts in resolving conflicts arising out of problems associated with desegregation and with multicultural education issues. CRS is an agency of the U.S. Department of Justice, and was established by the Civil Rights Act of 1964 "to provide assistance to communities and persons in resolving disputes, disagreements or difficulties resulting from discriminatory practices based on race, color or national origin." It also assists in the resettlement of Cuban and Haitian entrants to the United States under the Refugee Education Assistance Act and Executive Order 12341.

Grace Flores Hughes is Director of the Community Relations Service.

Schools bring together racially diverse neighborhoods and ethnically unacquainted cultures at one location, where, perhaps for the first time, children interact with others from different backgrounds. Parents also may be brought together for the first time through the schools, including immigrant parents who may be struggling to understand each other, their neighbors, and business and social acquaintances.

Some accomodation to cultural distinctions must be made to ensure the smooth operation of schools with diverse student populations. Integrating racially and ethnically diverse immigrant groups presents great challenges for school administrators, school security personnel and law enforcement.

Several school districts in the Washington, D.C., area serve students from more than 200 distinct language groups. The Southwest region of the United States is also currently experiencing these rapid changes. The faster the demographic changes, the greater the challenges schools face.

Schools — public and private, secular and religious — are highly visible institutions in our communities. Parents and community leaders often attribute the success or failure of their children and the community to schools. Disruptions and violence at school send tremors throughout the community. When the disruptions and violence are racially motivated, the shockwaves threaten the whole fabric of the community.

The highest attention must be given to avoiding racial conflict or to quickly diminish the effects if it already has occurred. All of those responsible for school safety and security must keep abreast of demographic changes in the community that will alter the pattern of student interaction in a school. The conflict taking place outside of school in the community and in the students' neighborhood may affect the relationships between students at school.

The Community Relations Service has found that those communities which are aware of current demographic transitions are better able to avoid or minimize racial and ethnic problems when they occur. Additionally, schools that have successfully minimized such conflict understand and demonstrate sensitivity to the racial and ethnic cultures which are represented.

Early warning signs

In nearly every CRS case involving major racial disruptions in elementary and secondary schools, warning signs were present well in advance of the incident. The conflict and/or violence could have been avoided had someone observed and taken positive steps to address them.

Early warning signs can be detected by observing and analyzing certain charac-

teristics and behaviors of the school's population. What racial and ethnic groups attend the school? Where do they live in relationship to one another? How do they get to and from school? Are individuals confronted by members of other groups on the way to or from school? Do school activities, such as sporting events, bring together diverse groups that do not ordinarily meet, creating an environment of racial competition or tension? What has been the history of interaction among these distinctive groups?

Police reports of disturbances between students offer another source of information about volatile racial and ethnic interaction. They can provide information about gang activity, drug and alcohol use, and "hot spots" that need to be watched to prevent racial conflict.

A positive classroom climate

The environment created in the classroom can lead to racial and ethnic tension. Educators and school administrators should be sensitive to curricula and classroom media options. CRS' experience in racial disputes shows that a racial incident may be spurred by no more than a classroom discussion about the causes of the Civil War. Stereotypical comments made by one group about another may lead to physical conflict or harassment not only in class but also later between classes, at lunch or after school.

Similar situations could result with discussions of Native American, Hispanic, black, or Asian immigration and settlement in America, or discussions of their culture in world civilizations class. As a result of the recent trend toward searching out ancestral roots, many minorities are more vocal and aggressive in defending their heritage against perceived slights than they were a few years ago. What may be viewed as a discussion by one racial or ethnic group may be viewed by another as an attack, planting the seeds of racial tension and, if left undetected and unresolved, potential school disruption.

We live in an increasingly global-oriented society and need information about foreign countries and cultures. Now, more frequently than ever before, someone from the country that is being studied is likely to be in the classroom or school. Accurate and factual presentations about other nations and their cultures translate into better student relations and, ultimately, better school security. If false or stereotypical material is presented in class, it is only a matter of time before student relationships deteriorate, school security is affected, and the welfare of students put into jeopardy.

1-800-347-HATE

Don't let racial tension and violence go unchecked in your school and community. Call the Community Relations Service of the U.S. Department of Justice for assistance if you need help or advice.

1-800-347-HATE

Some schools walk on a tightrope each day in which the successful management of racial tension is the only thing that makes education possible. Only an accurate and ongoing appraisal of racial tension will ensure that the proper approach is being taken.

Treating everyone fairly

Perceptions by one group that some educational or extracurricular opportunities are more available to another group quickly can change the level of racial tension on campus. Any group members who feel offended are not likely to suffer perceived inequities for long before seeking remedies.

School discipline needs to be meted out fairly to all students regardless of race, color or national origin. All students should be made aware of the school standards and regulations that will be followed, and then these rules should be applied fairly to all. Similar standards for faculty, school administration and operations staff members also should be published and applied fairly.

Community Relations Service casework shows that in nearly every school disruption based on race, color or national origin, at least one group perceives that the school's standards are being unfairly applied to them. If school administrators and law enforcement meet regularly with local community and civil rights groups to discuss community problems, appropriate responses by schools and law enforcement will be ensured.

Understanding also promotes support for the enforcement of school regulations and laws. Many recent immigrants have very little knowledge of the American judicial and legal system and need to have it explained to them. Local law enforcement officers can play a key role in providing community education in this area.

The role of law enforcement

Communities served by law enforcement should have the opportunity to interact with officers through effective community relations and community service programs. At local schools, officers can participate in drivers' safety courses or serve as guest lecturers in government courses to explain the American judicial and legal system. These contacts can help to build strong bridges that can be relied upon in times of crisis.

Other efforts could include volunteer programs in which officers assist students with their studies. Such interaction permits the officers to serve as role models to students and show personal concern for the well-being of students. These kinds of programs help to bring schools and law enforcement closer together, increasing school security and building a bond that will be very important should officers have to respond to a racial incident on campus.

Even at the federal level, the U.S. Department of Justice encourages the involvement of employees in local schools. The Community Relations Service's headquarters staff has adopted Orr Elementary School in Washington, D.C., and provides employees to assist teachers with tutoring every Friday during the school year as part of the President's Points of Light program. Some of the CRS regional offices also are involved in similar programs in their areas.

Responding to racial incidents

When a racial incident occurs, an authorized individual at the school should call the official police contact to report the disruption. School officials and the police must then work closely together to ensure that their response is appropriate for the particular incident. An over-response can lead to more serious consequences and may even require the school to close temporarily. Community organizations and leaders, with whom the school should have regular contact, can assist in ending the disruption and in securing a long-term resolution.

CRS has developed a model for creating student response teams that work with the faculty and administration, to assist in handling racially and ethnically related tension and incidents. The student teams can help identify the causes of problems as well as assist in developing solutions and disseminating information about the resolutions directly to the student body.

The challenge for educators and those responsible for school safety is to maximize the benefits of a multicultural education environment, while at the same time minimizing the potential for disruption. Sometimes it's hard to find this balance.

The Community Relations Service can assist schools without cost to them in conducting a racial tension assessment or in conciliating a racial or ethnic conflict. To request assistance, call the CRS Hotline at 1-800-347-HATE. ●

Tips for preventing and dealing with ethnoviolence in schools

Conduct a racial tension assessment

- Collect data through special surveys and school security incident reports, evaluate curriculum and social issues affecting the student body, and share security information with police on race-related issues.
- Identify problems that demand immediate attention.
- Determine whether problems are school-related, community-related or a combination of both.

Develop joint preventive measures

- Use conflict prevention measures that have proven to be effective.
- Develop and publish a fair code of discipline and a student bill of rights.
- Communicate regularly with the police and community, parent, and student groups.
- Review curriculum not only for educational standards, but also community, racial, ethnic and student sensitivity.
- Develop a contingency plan in cooperation with the police for preventing racial conflict. Evaluate the plan on a regular basis and update as necessary.
- The Community Relations Service of the U.S. Department of Justice can help schools and the police develop and agree on a contingency plan. Assistance may be requested by calling the CRS Hotline: 1-800-347-HATE.

Plan for potential disruption

- Identify potential problem sites or activities.
- Identify available resource people who could quickly respond to school sites.
- Specify tasks for each resource person.
- Develop a communication network linked to a central command post.
- Develop a contingency plan with police that clearly sets specific responsibilities for individuals in case of a violent conflict.

Respond to a disruption

- Authorize only one or two individuals in the school to call the police if a disruption occurs.
- Establish one leader, most likely the principal, to be in charge of the school premises and personnel.
- Respond to disruption on the basis of its intensity level:
  - Level 1 — Disruption confined to one area, but no threat to students or staff.
  - Level 2 — Disruptive forces are mobile or pose a direct threat to members of the school community.
  - Level 3 — Disruption is general, classes have ended for most students, and serious threats to students and staff.
- Work closely with police throughout the disruption to ensure an appropriate and uniform response.
- Respond in a controlled and predefined manner and assure that levels of police response are dictated by the level of school disruption.
- Use community organizations and leaders to assist in ending the disruption and achieve long-term resolution of the dispute.

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BY ADELE DUTTON TERRELL

The National Institute Against Prejudice and Violence works with various groups to diffuse racial tension and open lines of communication.

Living with diversity

The children who will come of age in the 1990s and enter the work force after the turn of the century will be facing an increasingly complex world. Much is being done to prepare these youngsters for a high-technology environment. But how much attention is being paid to the human side of the equation? Children also must be prepared for the changing economic conditions they will face and the people with whom they will need to live and work.

The demographics of America and its work force are changing rapidly. Of the 25 million people expected to join the labor force in the next dozen years, 85 percent will be minorities, immigrants and women. Will today's youngsters be able to function effectively in a rich mixture of races, religions, languages, ethnicities and lifestyles? Sadly, the answer all too often is a resounding "No!"

Developing prejudiced attitudes

Most children in America still grow up in communities that are segregated by race and socioeconomic status and still attend segregated schools, places of worship and youth programs. The average American child has very little direct contact with people who are different. In the absence of real experience, children are left to learn about other groups from myths, stereotypes, jokes and the media.

Adults often forget how impressionable a young mind can be and how children learn "real" lessons. A dinner-table remark about "those people" or an ethnic joke overheard outside the teachers' lounge means far more to most children than a lecture about "loving your fellow man." In the absence of direct contact, constant lead stories on the evening news about Hispanic and African-American drug dealers are easily projected to define an entire group.

Demographic changes are not the only source of tension young people will be facing. Traditionally, minorities and immigrants become scapegoats during difficult economic times. Many blue-collar workers who have lost their jobs blame immigration, affirmative action and so-called reverse discrimination. In many African-American communities, economic difficulties are assumed to be caused by unfair competition from Hispanics and Asians.

When government officials blame Japan and Asian imports for our economic difficulties, some individuals quickly make the leap from Japan-bashing to faulting Japanese. Since most Americans make no distinction between various Asian nationalities or between immigrants and Asian-Americans, everyone who appears Asian or has an Asian-sounding name can be faulted for our economic woes. Meanwhile, in many farm communities various neo-Nazi and Christian Identity groups encourage farmers to blame an international Jewish conspiracy for the loss of farmlands and general economic difficulties currently encountered by farm families.

Children also are being told that gays and lesbians are out to destroy the American family and should be perceived as enemies. In the face of so much confusion and so many mixed messages, it is easy to see why our youngsters are so confused. Conflict and misunderstanding between groups are bound to flourish in these circumstances.

Acts of ethnoviolence

For many of today's children, the civil rights movement is ancient history that has little impact on people alive at present. White children who come of age in an era when they are told that we live in a "color-blind society" do not see a need for special efforts or programs for any group. These youngsters are confused by the demands of activists. They see members of various minority groups as whiners and complainers.

In this void of valid information, most schools, churches and youth groups remain silent. Children are left to their own devices in learning how to get along with people who are different. Meaningful

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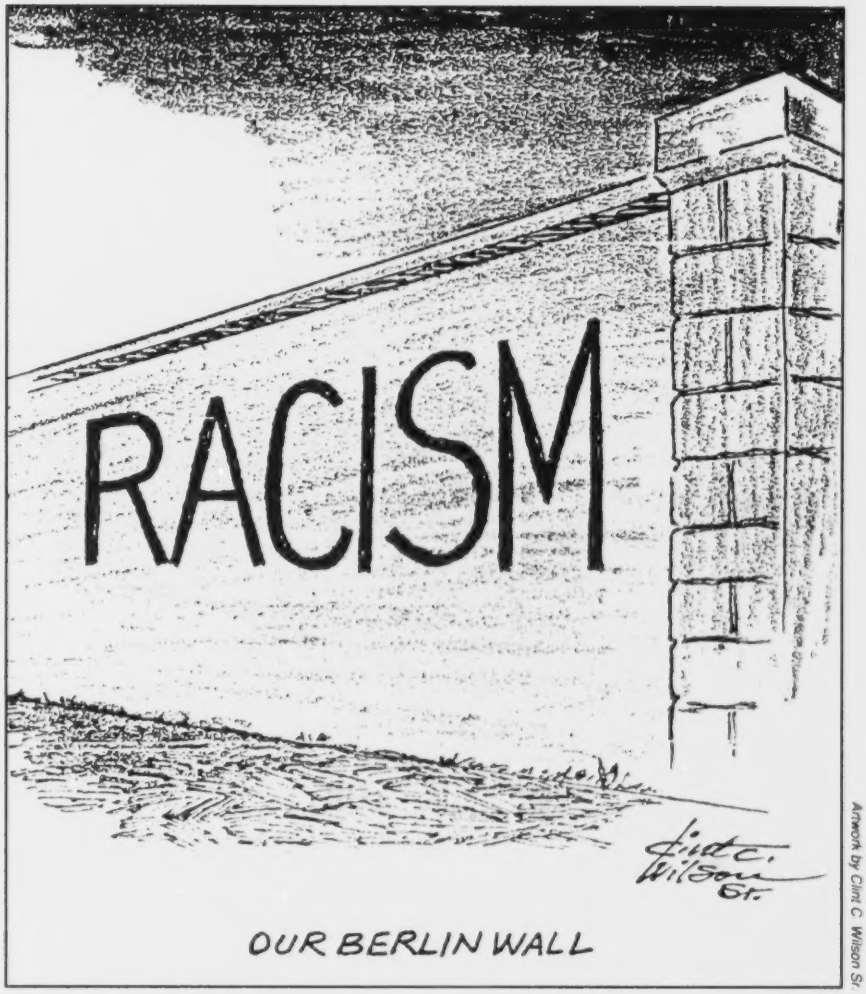
efforts at multicultural education are an exception in most school districts. Even when multicultural curriculum materials are available, often they are given low priority or presented by untrained, sometimes resentful teachers.

The results of this neglect are all too obvious — Skinheads and neo-Nazis recruiting and making trouble in high schools; conflict, violence and resentment on college campuses, where surveys show a 20 percent victimization rate for minority students; and employers who need to institute programs to teach workers how to get along with each other on the job.

Evidence abounds that our children are not being effectively prepared to accept and live with diversity. Ethnoviolence — violence and intimidation motivated by prejudice — is only the tip of the iceberg. Ethnoviolence involves a range of acts from name-calling and harassment up to, and including, murder. Such incidents — many involving adolescents and young adults — occur daily in many communities. Most acts of ethnoviolence do not receive the kind of sensational publicity generated by the murder of Yusef Hawkins in the Bensonhurst section of New York City on August 23, 1989. However, similar confrontations occur frequently. Fortunately, most of these incidents do not result in the death of the victim and, therefore, do not generate the same kind of public attention.

How many incidents of ethnoviolence occur nationally is not known. However, the impact is so serious that legislation has been enacted requiring the FBI to begin to collect data on crimes that appear to be motivated by prejudice.

In addition to young people acting out their feelings in a violent manner, others are confused and frustrated. Tensions exist between various groups as each struggles to identify its rightful position and share of limited resources. Most major cities have neighborhoods that are off-limits to people whose ethnicity is different than the current residents. Such restrictions are reinforced by custom and violence. Often, even the police do not



Artwork by Clint C. Wilson Sr.

sympathize with those who "should have known better" than to move into such neighborhoods. These acts of violence and harassment, used to reinforce segregation, often are carried out by teens and young adults who see themselves as protecting their community. Frequently, the adults in the area do not condone violent tactics but are afraid or unwilling to speak out against it.

The Skinhead movement

Perhaps one of the most frightening aspects of intergroup conflict is a resurgence of hate groups, particularly among young people. While the traditional Ku Klux Klan organizations hold little attraction for today's youngsters, some are drawn into the Skinhead movement. These groups exist in several major metropolitan areas and many openly avow hatred of blacks, Jews and other "non-Aryans." Members often sport shaved heads and swastika tattoos and recruit in high schools. Some active Skinheads are as young as age 13.

The young people involved in these groups find expression in a form of hard rock music that features a thudding, hypnotizing beat. Frequently, the lyrics are devoted to nationalism, racism and violence. Many of the young people attracted to these groups begin as punk rock cultists seeking an identity and a sense of belonging that they do not find at home. Once involved, however, they often are seduced by the ever present neo-Nazi rhetoric. Others fear reprisals if they leave the group or speak out against its acts or beliefs.

Frequently, Skinheads appear at schools and in communities that have experienced incidents of ethnoviolence in order to exacerbate and prolong the

conflict. Skinheads are known by various names, for example, Romantic Violence or Reich Skins, and are closely allied with such groups as the White-Aryan Resistance (WAR). Sometimes they alter their appearance by letting their hair grow and not wearing typical Skinhead garb in order to be able to move about undetected.

Although their membership is small, these groups pose a serious threat because of their glorification of violence. Even groups claiming to be non-racist often are involved in violent clashes with each other, and some indulge in gay-bashing. Skinheads have been involved in murders, assaults and property crimes. They frequently are arrested for disrupting rock concerts, starting fights, and harassing children and adults. Some youth-oriented hate groups use recruitment tactics such as computer bulletin boards, which appeal to youngsters.

These problems are all exacerbated by the fact that we live in a violence-prone society. Violence — as a response to stress, fear, insult or even for recreation — seems to become more acceptable with each generation. Many children's playtime activities — television, movies, video games, toy weapons and music — stress themes of violence and physical dominance.

According to leading educator Victor Herbert, our society reflects a "reckless abandon" and a "carelessness" that permits many youngsters to throw off inhibitions that have traditionally constrained adolescent behavior. Today's teens, he reports, take the attitude of "why not do almost anything; why not knock someone over if he or she gets in the way."

Possible solutions

The National Institute Against Prejudice and Violence frequently is asked to consult with college administrators, community leaders and business people who are struggling with various forms of intergroup conflict. The Institute offers a number of responses to these situations, including prejudice-reduction workshops, internal surveys, policy changes and victim assistance programs. These efforts help to diffuse tension and open lines of communication. However, many people are unable or unwilling to change their basic attitudes toward others or their habitual means of responding to stress. Experience indicates that such programs could be far more effective if they began with young children.

Projects that attempt to teach children non-violent ways of dealing with stress and frustration are showing success. Children can simultaneously learn to be tolerant of differences and to handle conflict in innovative ways. Conflict mediation programs work well at the elementary school level when effectively taught and monitored.

Teacher training programs

In a more naive era, many believed that merely allowing children to learn and play together would insure tolerance. We now know that just sitting next to each other in a classroom is not enough. However, studies have shown that some changes in attitudes toward others can be brought about in school by trained educators. For example, experiments conducted by Johns Hopkins University have demonstrated that students who are required to complete specific tasks in interracial learning teams frequently develop positive attitudes and long-term inter-ethnic friendships. Teachers can be taught to construct and encourage such teams while completing routine curriculum requirements.

Teachers also can be taught the relationship between the cognitive, affective and behavioral components of prejudice. Teachers can learn how their own attitudes might affect the behavior of their students and the interaction that occurs within the classroom.

Administrators and teachers also can learn to recognize ethnoviolence and its effect on the school and the community. With proper information, schools can develop ethnoviolence prevention and response programs. Teachers can learn to help children cope with conflict through non-violent means.

An ideal training program for teachers and administrators can be designed around four basic assumptions:

- Children who are exposed to valid information about other people and cultures are less likely to accept stereotypes and generalizations about those groups;
- Children who are exposed to alternative methods of conflict resolution are slower to resort to violence in response to stressful situations;
- The combination of conflict-resolution skills and a willingness to evaluate others as individuals will reduce the likelihood that children will indulge in individual or group behaviors that include harassment and violence based on prejudice.
- Many of these skills and attitudes learned in childhood or early adolescence will be carried over into adult life.

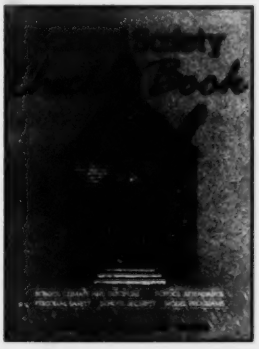
Some model programs and curriculum materials exist even though they are not widely used. The Institute's bibliography, *Prejudice and Violence: An Annotated Bibliography of Selected Materials on Ethnoviolence*, contains a partial list of such materials. No matter how good the curriculum materials, they must be presented by teachers who are trained, who understand the importance of their work, and who have been given an opportunity to express and examine their own biases and personal conflicts. Obviously, teachers are only the beginning. Parents, clergy and youth counselors must begin to both discuss and model appropriate coping behaviors for young people.

Clearly, we must start to educate the very young to get along in our changing environment. We must start to deal with the problems of prejudice and violence long before the messages of hating and fighting become part of a youngster's psyche. Children are born without prejudice. It is our job as parents, educators and community leaders to keep them that way. ●

NSSC Publications

The National School Safety Center (NSSC) serves as a national clearinghouse for school safety programs and activities related to campus security, school law, community relations, student discipline and attendance, and the prevention of drug abuse, gangs, weapons and bullying in schools. NSSC's primary objective is to focus national attention on the importance of providing safe and effective schools. The following publications have been produced to promote this effort.

School Safety News Service includes three symposium editions of *School Safety*, Newsjournal of the National School Safety Center, and six issues of NSSC's new newsletter to be published beginning fall 1991. These publications feature the insight of prominent professional on issues related to school safety, including student discipline, security, attendance, dropouts, youth suicide, character education and substance abuse. NSSC's News Service reports on effective school safety programs, updates legal and legislative issues, and reviews new literature on school safety issues. Contributors include accomplished local practitioners and nationally recognized experts and officials. ($119.00 annual subscription)



School Safety Check Book (1990) is NSSC's most comprehensive text on crime and violence prevention in schools. The volume is divided into sections on school climate and discipline, school attendance, personal safety and school security. Geared for the hands-on practitioner, each section includes a review of the problems and prevention strategies. Useful charts, surveys and tables, as well as write-ups on a wide variety of model programs, are included. Each chapter also has a comprehensive bibliography of additional resources. 219 pages. ($15.00)

Set Straight on Bullies (1989) examines the myths and realities about schoolyard bullying. Changing attitudes about the seriousness of the problem are stressed. It studies the characteristics of bullies and bullying victims. And, most importantly, it provides strategies for educators, parents and students to better prevent and respond to schoolyard bullying. Sample student and adult surveys are included. 89 pages. ($10.00)

Child Safety Curriculum Standards (1991) helps prevent child victimization by assisting youth-serving professionals in teaching children how to protect themselves. Sample strategies that can be integrated into existing curricula or used as a starting point for developing a more extensive curriculum are given for both elementary and secondary schools. The age-appropriate standards deal with the topics of substance abuse, teen parenting, suicide, gangs, weapons, bullying, runaways, rape, sexually transmitted diseases, child abuse, parental abductions, stranger abductions and latchkey children. Each of the 13 chapters includes summaries, standards, strategies and additional resources for each grade level. 353 pages. ($75.00)

Right to Safe Schools: A Newly Recognized Inalienable Right (1983) is a detailed, fully annotated explanation of the safe schools provisions of the California state constitution and its many implications. 20 pages. ($3.00)

Gangs in Schools: Breaking Up Is Hard to Do (1988) offers an introduction to youth gangs, providing the latest information on the various types of gangs — including ethnic gang, stoner groups and satanic cults — as well as giving practical advice on preventing or reducing gangs encroachment in schools. Already in its seventh printing, the book contains valuable suggestions from law enforcers, school principals, prosecutors and other experts on gangs. The concluding chapter describes more than 20 school- and community-based programs throughout the country that have been successful in combating gangs. A resource list also is included. 48 pages. ($5.00)

School Crime and Violence: Victims' Rights (1986) is a current and comprehensive text on school safety law. The book offers a historical overview of victims' rights, describes how it has been dealt with in our laws and courts, and explains its effect on America's schools. The authors cite legal case histories and cover current school liability laws. The book explains tort liability, sovereign immunity, duty-at-large rule, intervening cause doctrine and foreseeable criminal activity, as well as addressing their significance to schools. The concluding chapter includes a "Checklist for Providing Safe Schools." 106 pages. ($15.00)

Educated Public Relations: School Safety 101 (1986) offers a quick course in public relations for school district public relations directors, administrators and others working to achieve safe, effective schools. The book explains the theory of public relations and successful methods for integrating people and ideas. It discusses how public relations programs can promote safe schools and quality education and gives *101* specific ideas and strategies to achieve this goal. The text includes a special chapter by Edward L. Bernays, considered by many as the father of contemporary public relations. 72 pages. ($8.00)

The Need to Know: Juvenile Record Sharing (1989) deals with the confidentiality of student records and why teachers, counselors, school administrators, police, probation officers, prosecutors, the courts and other professionals who work with juvenile offenders need to know and be able to share information contained in juvenile records. When information is shared appropriately, improved strategies for responding to serious juvenile offenders, and for improving public safety, can be developed. The second part of the book reviews the legal statutes of each state, outlining which agencies and individuals are permitted access to various juvenile records and how access may be obtained. A model juvenile records code and sample forms to be used by agencies in facilitating juvenile record sharing also are included. 88 pages. ($12.00)

Points of view or opinion are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice, U.S. Department of Education or Pepperdine University. Prices subject to change without prior notification.

Resource Papers

The National School Safety Center (NSSC) has produced a series of special reports on a variety of topics related to school safety. Each NSSC Resource Paper provides a concise but comprehensive overview of the problem, covers a number of prevention and intervention strategies, and includes a list of organizations, related publications, and article reprints on the topic.

Safe Schools Overview offers a review of the contemporary safety issues facing today's schools, such as crime and violence, discipline, bullying, drug / alcohol trafficking and abuse, gangs, high dropout rates, and school safety partnerships.

Alternative Schools for Disruptive Youth thoroughly covers the historical background of alternative schools and the academic research that has been done on their effectiveness.

Corporal Punishment in Schools outlines the arguments for and against corporal punishment. It also discusses the alternatives to corporal punishment that have been developed by schools and psychologists.

Drug Traffic and Abuse in Schools, after summarizing students' attitudes and beliefs about drugs, covers drug laws and school rules; the legal aspects of student searches and drug testing; and the connection between drug use and truancy, crime end violence.

Weapons in Schools outlines a number of ways to detect weapons on campus, including using searches and metal detectors, establishing a security force, and eliminating book bags or lockers where weapons can be hidden.

Role Models, Sports and Youth covers a number of programs that link youth and sports, including NSSC's urban school safety campaign that uses professional athletes as spokesmen, several organizations founded by professional athletes to help youth combat drugs, and a number of programs established to get young people involved in school or neighborhood teams.

School Bullying and Victimization defines bullying, offers an overview of psychological theories about how bullies develop, and covers intervention programs that have been successful.

School Crisis Prevention and Response identifies principles and practices that promote safer campuses. Reviews of serious school crises — fatal shootings, a terrorist bombing, armed intruders and cluster suicide — and interviews with the principals in charge also are included.

Student and Staff Victimization, after outlining schools' responsibility to provide a safe educational environment, covers strategies for dealing with victimization.

Student Searches and the Law examines recent court cases concerning student searches, including locker searches, strip searches, searches by probation officers, drug testing, and the use of metal detectors or drug-sniffing dogs.

Increasing Student Attendance, after outlining the problem and providing supporting statistics, details strategies to increase attendance by preventing, intervening with and responding to students who become truants or dropouts.

Display Posters

"Join a team, not a gang!" (1989) — Kevin Mitchell, home run leader with the San Francisco Giants.

"Make peer pressure a challenge, not an excuse!" (1988) — Washington Bullets Manute Bol (7'-6") and Tyrone "Muggsy" Bogues (5'-4"), the tallest and shortest players in NBA history.

"The Fridge says 'Bullying is uncool!'" (1988) — William "The Fridge" Perry, offensive lineman for the Chicago Bears.

"Facades..." (1987) — A set of two, 22-by-17-inch full-color posters produced and distributed to complement a series of drug-free schools TV public service announcements sponsored by NSSC.

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BY KENNETH C. HOLT

An experimental and controversial program seeks to enhance the academic performance of African-American males.

Milwaukee's radical answer to multicultural education

Of all the issues facing this nation and, more specifically, the City of Milwaukee, none are more critical to our collective well-being than those related to education. In spite of the increased attention focused on urban areas, public schools continue to fail to educate a significant segment of the population. As the enrollment in school systems nationwide becomes increasingly more ethnically and linguistically diverse, the need to critically examine the crucial issues related to educating African-American students cannot be overstated.

Quality education for all

This need takes on an additional urgency when one considers that economic and social progress, particularly for people of color, has historically been related to one's access to a quality education. Some research indicates that educational attainment could very well be the most pertinent factor contributing to intergenerational routes out of impoverished conditions.

Since the Milwaukee Public Schools currently is responsible for educating more than 80 percent of the African-American students in the state of Wisconsin, the economic and social well-being of African-Americans in the entire state is inextricably tied to the quality and vigor of the Milwaukee elementary and secondary schools.

For Wisconsin's people of color in general, the educational system is at best loosely knit; however, for African-Americans in the Milwaukee Public Schools, the system has unraveled. Consider the following:

- Milwaukee Public Schools are third among cities in the nation in suspending more black than white students from school.
- During the 1986-87 school year, Milwaukee's African-American high school students had an average grade point standing of 1.46.

When these data are disaggregated by sex, the statistics for African-American males are even more disturbing. For instance, of the approximately 5,716 African-American males enrolled in high schools, only 1,135 have a cumulative grade point average of C and above. Also, during the 1989-90 school year, 50 percent or 3,565 of the students suspended systemwide (7,113) were African-American males, although African-American males constituted only 27.6 percent of students in the system.

These data do not address another problem — the staggeringly high dropout and low high school graduation rate, which have some young African-American males leaving school as early as the elementary level.

Enhancing academic performance

After reviewing this information, the Milwaukee Public Schools determined that addressing the needs of these youth would call for a variety of approaches and bold, innovative initiatives. Recommendations to enhance the academic performance of African-American males would need to include changes in design and format as well as changes in how schools operate. Action would be necessary on a variety of fronts, including the structure, function and composition of schools and the relationships among the schools, families and the community.

Goals to enhance the academic and behavioral performance of African-American males were developed and recommendations for achieving these goals were proposed. The goals include:

- raising the number of African-American males who remain in the Milwaukee Public School system through high school graduation;
- insuring that the academic achievement of African-American male youth is at a level that will enable them upon graduation from high school to enter the work force or to attend college fully prepared to be successful and not in need of remediation; and
- increasing the number of African-American males who possess the req-

Kenneth C. Holt is co-chair of the African-American Immersion Schools Implementation Committee for the Milwaukee Public Schools.

uisite skills to successfully earn a college degree.

Recommendations for changes in district policy, staff development and structural variations were proposed. Additional recommendations were suggested for long-range implementation and concentrate on broad systemwide revisions.

The recommendations for district policy were based on the notion that all students can learn at increasingly higher levels. To facilitate this learning, curricular policy needs to be changed to include more information recognizing and appreciating African-American culture as well as the cultures of others. In addition, the structuring of time allotted to reading and other academic areas needs to be more flexible. Students also must have access to more quality after-school, summer and Saturday programs. Homework policies need to enhance both student and parent accountability.

The staff development recommendations were aimed at increasing the ability of school staff to work with children of diverse backgrounds and include training and assistance in several areas. Staff need to understand that students learn differently and instructional modes must vary to accommodate these differences.

Benjamin DeMott, in *The Imperial Middle: Why Americans Can't Think Straight About Class*, articulates the view that teachers and administrators who serve at-risk youth and who are not yet trained to be culturally senstive can have a negative impact on those they intend to help. Public school teachers often think that the "ideal" student and the intelligent student is one who personifies middle- and upper-class behavior, aspirations, manners, dress and speech. "Schools everywhere take middle- and upper-class understandings of experience as its standard," DeMott writes.

To facilitate the implementation of these activities, school staff should participate in in-service courses that focus on African-American history and culture as well as racism in America and its negative impact on all Americans.

Schools with African-American populations of 90 percent or more should be identified as centers for professional development for teachers.

Additonally, implementing strategies to increase the number of African-American teachers, especially males, is crucial. Active involvement and collaboration between parents and school staff also must be encouraged.

The recommendations for structural variations are designed to introduce new initiatives to enhance the achievement of African-American males and, ultimately, all children in the system. "Gender socialization" courses required of all students and designed to help students establish their gender identity in a "safe" environment are recommended. Likewise, the establishment of two African-American Immersion Schools at the elementary and middle-school levels will emphasize educating African-American males with an Afro-centered curriculum program. These schools will adhere to the district's non-discrimination policy on admission and will be open to all students regardless of race, gender, national origin and grades.

Building a multicultural program

Broad systemwide revisions also were recommended but were designed to be implemented over a longer period of time. The traditional "factory" model school was found to be unresponsive to the cultural language and learning needs of African-American students.

Those serious about restructuring education must build a high quality, multicultural educational program. With the development of a strong multiethnic curriculum, particular attention must be paid to African-American elements that reinforce pride in African-American identity and enhance self-worth.

Certain curriculum revisions also are recommended. Since the true story of African-Americans has been hidden, suppressed and distorted for many years, the correction of that story requires a major effort. The story of Africa's people must be comprehensive, holistic, thematic and have continuity.

Other long-range proposals include the establishment of alternative discipline programs, such as short-term crisis intervention programs or in-school suspension models that have proven to be educationally and behaviorally successful in other school districts.

In addition, Milwaukee parents and caregivers need to understand their role in educating their children. Parents and caregivers need assistance in learning how to support schools. The district can accommodate this by strengthening partnerships between school and home, with families agreeing to take specific steps to encourage their children to study and supporting community schools that are open extended hours to enrich the education of children. Such schools also can offer adult education, language development, parenting and other skill development training for parents.

The African-American community in Milwaukee also must take responsibility for leading the education affecting children of color. Community support for restructuring should include efforts to provide academic reinforcement and enrichment through after-school and Saturday actvities and the use of community mentors and advocates. The community must also support apprenticeship efforts by making jobs available to youths.

Courageous urban education

African-American males must be educated to meet both their own and the nation's needs in the 1990s and beyond. The African-American Immersion Schools will be living laboratories of curriculum and instructional innovation, trying to provide equitable and excellent education for those who have been the most distanced from school success. What we learn in these schools will spread to other schools. But more than anything else, these two schools are an example of courageous urban education — education unafraid to try a radical approach to solving old and debilitating problems. ●

NSSC Documentaries

High-Risk Youth
At the Crossroads

"Feeling good about yourself can't be bought on a street corner. It must be built from within. But there are dangers you should know about. Those pressures we call 'risk factors....'"

This powerful message to America's troubled children is presented in "High-Risk Youth / At the Crossroads," a 22 -minute, award-winning documentary on youth drug abuse prevention hosted by actor LeVar Burton.

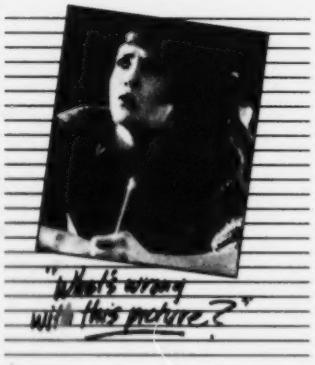
By combining real-life profiles and commentary from nationally renowned authorities, the documentary provides a compelling case to look beyond current drug abuse intervention strategies exemplified by the "Just Say No" campaign. Researchers have identified individual, family, peer, community and school-related problems that make kids more prone to use illegal drugs. The focus on positive responses — improving family and peer relations, encouraging and rewarding responsible behavior, ensuring that school plays a positive role in children's lives, expanding public and social services, as well as recreational opportunities for youths — suggests that the most promising approach to "high-risk youth" and drug abuse is one of *prevention*, not simply *intervention*. This important theme is reinforced throughout the fast-paced program.

Set Straight On Bullies

Whoever thought bullies were all talk and no action needs to view the film "Set Straight on Bullies." The National School Safety Center film was produced to help school administrators educate faculty, parents and students about the severity of the schoolyard bullying problem. The message is clear: bullying hurts everyone.

The 18-minute, Emmy-winning educational film tells the story of a bullying victim and how the problem adversely affects his life as well as the lives of the bully, other students, parents and educators.

"I'm always scared. I'm scared to come to school....I don't want to be afraid anymore," the bullying victim says. In fact, NSSC based the film on research indicating one in seven students is either a bully or a victim of bullying.



Principals play pivotal roles in keeping their schools safe and effective places for learning. But without the support of parents, teachers, law enforcers and other legal, government and community resources, they can't fulfill their responsibility.

A recipient of eight national and international awards of excellence, "What's Wrong With This Picture?" is designed to encourage dialogue between school principals and their community resources. It presents the critical issue of school safety in a frank and straightforward way, dramatizing real-life incidents of school-related crime and violence, drug abuse and suicide.

NSSC Documentaries Order Form

☐ **"High-Risk Youth / At the Crossroads"**
($50 ☐ VHS) ___copies

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Back in the playground blues

Dreamed I was in the school playground, I was about four feet high
Yes, dreamed I was back in the playground, and standing about four feet high
The playground was three miles long and the playground was five miles wide.

It was broken black tarmac with a high fence all around
Broken black dusty tarmac with a high fence running all around
And it had a special name to it, they called it the Killing Ground.

Got a mother and father, they're a thousand miles away
The Rulers of the Killing Ground are coming out to play
Everyone's thinking: who they going to play with today?

You get it for being Jewish
Get it for being black
Get it for being chicken
Get it for fighting back
You get it for being big and fat
Get it for being small
O those who get it, get it and get it
For any damn thing at all

Sometimes they take a beetle, tear off its legs one by one
Beetle on its black back rocking in the lunchtime sun
But a beetle can't beg for mercy, a beetle's not half the fun.

Heard a deep voice talking, it had that iceberg sound;
"It prepares them for Life"— but I have never found
Any place in my life that's worse than The Killing Ground.

—Adrien Mitchell

Reprinted from Bullying: A Positive Response *by Delwyn Tattum and Graham Herbert © 1990 by SGIHE Learning Resources Centre, Cardiff, England. The poem originally appeared in the* Kingfisher Book of Children's Poetry. *©1985 by Allison and Busby.*

BY BETSY ROSENTHAL

Combatting bigotry and prejudice begins with early education and is furthered by enacting legislation against hate crimes.

Violent hate countered by education and law

Swastikas spray painted on synagogues and racial epithets brazenly scrawled across the walls of private homes are all-too-frequent signatures of young people who are, at best, naively mischievous and, at worst, motivated by malevolence.

Even in the enlightened 1990s, crosses are set aflame to terrorize black families in white neighborhoods and people are beaten to death with baseball bats, stomped on with steel-toed Doc Marten boots and blown away by shotguns — all because of some immutable characteristic like the color of their skin. Sadly, the vast majority of these crimes of hate are perpetrated by juveniles.

Such crimes have a very special impact on their victims. They put the entire community in fear. A 1988 report by the U.S. Department of Justice noted that hate crimes "are far more serious than comparable crimes that do not involve prejudice because they are intended to intimidate an entire group." The impact of hate crimes often is multiplied because a single incident is capable of affecting many people.

Combatting bigotry and prejudice

The Anti-Defamation League of B'nai B'rith (ADL) is a 78-year-old national human relations agency dedicated to combatting anti-Semitism and other forms of bigotry and to ensuring justice and fair treatment for all citizens alike. Over the last decade, the ADL has developed and supported a combination of preventive and counteractive measures that enable communities to protect themselves against vandalism and other forms of bias crimes and to respond effectively should they occur. This effort has included conducting conferences on security and bias crime for community-based institutions, designing educational programming against prejudice for schools and the workplace, publishing the handbook *Security for Community Institutions*, drafting a model hate crimes bill, and producing a law enforcement training film on hate crimes.

ADL defines a bias-related incident as any act — threatened, attempted and/or carried out — which in any way constitutes expression of hostility toward the victim because of race, religion, sexual orientation, national origin or ethnicity. This incident can be perpetrated by a person or group of persons and is committed against the person or property of another individual or group.

The League has been tracking anti-Semitic hate crimes since 1960. A record 1,685 Anti-Semitic episodes occurred in the United States during 1990, representing the fourth straight year the number of these incidents has increased, according to an annual nationwide audit conducted by the League.

The survey also revealed that the nationwide figure for harassment was the highest ever recorded in the 12-year history of the audit. The rate of vandalism — which includes arsons, bombings, cemetery desecrations and swastika daubings — was the second highest.

An increase in neo-Nazi Skinheads

Much of the increase in anti-Semitic incidents occurring during the latter part of the last decade coincided with the increasing presence of neo-Nazi Skinheads in this country. They typically sport shaved heads, storm-trooper boots and other Nazi paraphernalia. By ADL's estimates, approximately 3,000 racist Skinheads are active in 34 cities nationwide.

In the past, Skinhead gangs consisted mostly of teenagers and young adults. But recent reports indicate that they are recruiting younger and younger persons. Recruitment activity increasingly occurs in and around schools. Some parents have told ADL that their youngsters were drawn at a very young age to the Skinhead style of dress and music. These youths then eventually began to spout racist ideas that they picked up from Skinhead music and graffiti and from the propaganda materials distributed by some of the old-line hate groups, which targeted them for recruitment.

An important part of the Skinhead per-

Betsy Rosenthal is Western States Counsel for the Anti-Defamation League of B'nai B'rith.

sona is their "white power" music, sometimes referred to as "Oi," originating from the cockney word for "Hey!" These Skinheads, who are the subject of a number of ADL published reports, are characterized as neo-Nazi Skinheads because of the white supremacist philosophy they espouse and their expression and demonstration of a vicious anti-Jewish and anti-minority hatred.

It should be noted, however, that not all Skinheads are racist. In fact, those who are not — although they are indistinguishable in appearance from the others — actually are more numerous. It is important for the public not to assume that every Skinhead is a neo-Nazi.

On a positive note, ADL's most recent nationwide surveys of the Skinhead movement indicate that the numerous arrests and convictions of neo-Nazi Skinheads as the 1980s came to a close have acted as a deterrent on the groups' propensity for violence.

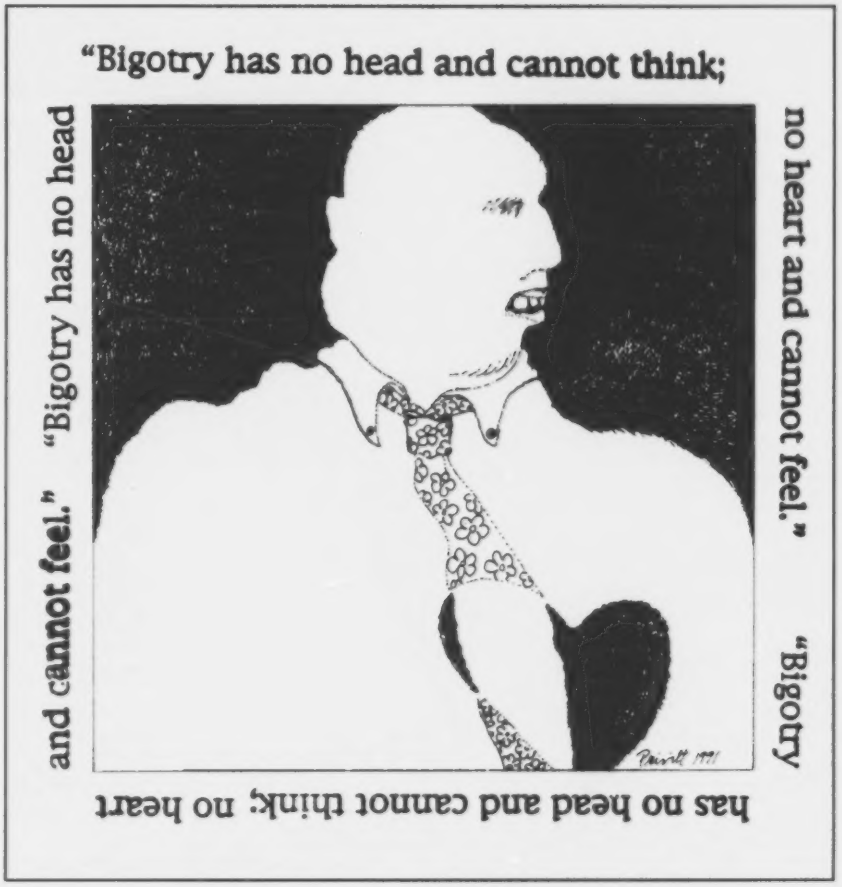
One cannot help but wonder what motivates youth to adopt such racist attitudes and to join these hate groups in the first place. Described as "throwaway kids," most Skinheads have in common a dysfunctional family background.

Skinhead groups, like street gangs and cults, provide their members with a substitute family composed of their peers. That sense of kinship is strengthened even further if the gang members have been involved in violence together. Military sociologists have long known that soldiers who have fought together develop a deeper sense of solidarity.

Of course, many other variables are present in the background and character of individual Skinheads and others that commit hate crimes. Broad societal problems also contribute to the phenomenon.

Enacting hate crimes statutes

Solving the crises afflicting many American families is not possible through any short-term solutions. What is needed now are effective means of coping with the specific dangers presented by those who prey on others because they are different. Tough law enforcement is essential.


"Bigotry has no head and cannot think;
no heart and cannot feel."
"Bigotry has no head and cannot think; no heart and cannot feel."
"Bigotry has no head and cannot think; no heart and cannot feel."

Prosecution of the perpetrators under hate crime statutes that strengthen the penalties for crimes motivated by bias or bigotry must be encouraged.

Forty-nine states and the District of Columbia currently have specific laws against ethnic intimidation, institutional vandalism or both, many patterned after ADL model legislation. An encouraging trend of late is that the statutes have become more inclusive, going beyond the traditionally protected categories of race, religion, nationality and ethnic origin, to recognize new classes of victims — those subjected to anti-gay and anti-lesbian violence.

A significant victory in the fight against hate crimes has been the recent passage of the Federal Hate Crime Statistics Act, which requires the U.S. Department of Justice to compile data on bias-motivated crimes wherever they occur. The enactment of this law sends an unmistakable message to the community that law enforcement officials have a genuine interest in the problem of hate crimes and should encourage a commitment to the vigorous pursuit of the perpetrators. Also, greater public awareness of the problem should ensue from the law's passage.

Education is critical

Perhaps the most important way to prevent hate crimes is to obliterate the motivation for them — prejudice. Since prejudice is learned early, education is critical. States that lead the nation in hate crimes are at the bottom in terms of spending for education. Prejudice-reduction programs in the schools can help to prevent hate crimes from occurring in the first place.

Many battle plans can be used in fighting this insidious type of crime. It starts with the home and education. One is reminded of the lesson from the musical "South Pacific": "You've got to be taught to hate and fear. You've got to be taught from year to year. It's got to be drummed in your dear little ear. You've got to be carefully taught." ●

BY DEBBIE WALSH

Teaching children to think critically not only broadens their worldview but also helps to reduce prejudice.

Antidote for prejudice

"Ask a child to question and he'll question for a day. Teach *a child to question and he'll question for a lifetime."*

— Dennis Palmer Wolf [1]

Much of our thinking is subconscious and automatic — based on habit and conditioning. We tend to see what we want to see, hear what we want to hear. We tend to accept *without question* what is compatible with our beliefs and to reject out of hand what conflicts with them. This kind of thinking is dangerous. It makes us susceptible to emotional appeals rather than rational ones; it makes us susceptible to manipulation. It makes us suspicious, fearful, and even hostile to anyone or anything different. It can make us prejudiced.

What does it mean to be prejudiced? It means "to have prejudged," to have formed a judgment or opinion without full and sufficient examination, without just grounds or sufficient knowledge. Webster defines prejudice as "an irrational attitude of hostility directed against an individual, a group, a race, or their supposed characteristics." The opposite of prejudicial thinking is judging with full and sufficient examination and forming opinions with just grounds and sufficient knowledge. We can teach children how to look at their world this way. If we expect to survive as a rich, pluralistic nation, that is what we must do.

Debbie Walsh is Associate Director, Educational Issues Department, American Federation of Teachers, Washington, D.C., and Director, AFT Critical Thinking Project. She is co-author with Richard Paul of The Goal of Critical Thinking: From Education Ideal to Educational Reality, *published in 1986 by AFT.*

The role of the school

How do we teach students anti-prejudicial thinking? We infuse a child's school experience with an emphasis on thinking critically about knowledge and life. Thinking critically is the antithesis of prejudicial thinking. It is, as Robert Ennis defines it, "reasonably going about deciding what to do or believe."[2] This means that one's beliefs — and consequently one's actions — are grounded in reasoned judgment, in thorough examination, in solid evidence.

Critical thinking is a way of looking at the world, a filter which qualifies our experiences. If our worldview is inaccurate, it is because the beliefs that constitute it are inaccurate. Intelligent people may arrive at vastly different conclusions from the same evidence. It is their *use* of the evidence to fit their worldview that makes the difference. A critical thinker strives for as accurate a worldview as possible so as to make *informed* judgments.

This view of teaching for thinking involves more than simply teaching students discrete little subskills on someone's list of critical thinking skills. Thinking critically begins with being disposed to question, to examine, to suspend judgment until the available evidence is weighed.

Young children come to us with an incredible sense of wonder about the world. Any primary teacher has noticed how this natural wonder, this urgent desire to know *why*, diminishes as years go by in our "one-size-fits-all" factory model of schooling, in which *what* is the priority. Only in classrooms where *why* remains critically important — where asking the right question is as important as giving the right answer — can we nurture that natural wonder and foster dispositions of the critical spirit.

Critical thinking dispositions

An attitude is a mental posture, a disposition, a natural tendency. D'Angelo has described the attitudes or dispositions essential to the development of critical thinking:

Intellectual curiosity — seeking answers to various kinds of questions and problems; investigating the causes and explanations of events; asking why, how, who, when, where.

Objectivity — using objective factors in the process of making decisions; relying on evidence and valid arguments and not being influenced by emotive and

subjective factors in reaching conclusions (in deciding what to do or believe).

Open-mindedness — willingness to consider a wide variety of beliefs as possibly being true; making judgments without bias or prejudice.

Flexibility — willingness to change one's beliefs or methods of inquiry; avoiding steadfastness of belief, dogmatic attitude, and rigidity; realizing that we do not know all the answers.

Intellectual skepticism — postponing acceptance of a hypothesis as true until adequate evidence is available.

Intellectual honesty — accepting a statement as true when there is sufficient evidence, even though it conflicts with cherished beliefs; avoiding slanting facts to support a particular position.

Being systematic — following a line of reasoning consistently to a particular conclusion; avoiding irrelevancies that stray from the issue being argued.

Persistence — supporting points of view without giving up the task of finding evidence and arguments.

Decisiveness — reaching certain conclusions when the evidence warrants.

Respect for other viewpoints — listening carefully to other points of view and responding relevantly to what was said; willingness to admit that one may be wrong and that other ideas one does not accept may be correct.[3]

Obstacles to teaching for thinking

Are schools, as they are presently structured, designed to develop and nurture these attitudes? We currently operate on a one-size-fits-all factory model of schooling with many obstacles to teaching for thinking. Large classes, bland textbook pabulum, pressure to cover unrealistic amounts of content, accountability on standardized tests that do not measure critical thinking skills and dispositions, and a one-right-answer mentality are just a few of the hindrances that face teachers committed to helping students learn how to think for themselves.

This structure has been described as obedience training. In other words, students rarely learn to trust their own thinking, to view *themselves* as authorities, when in fact, teaching them to think for themselves is the most valuable gift we can give them. It is also the most valuable antidote to prejudice.

In an ideal world, schools would be restructured so that fitting the system to students would be the goal rather than vice versa as we do today. This vision of schools includes restructuring the governance of schools so that those closest to the students will make the decisions on instruction (textbooks, class size, student groupings), and it includes restructuring instruction with an emphasis not on content coverage and lower-level thinking skills, but on content depth and higher-level thinking skills.

Research tells us that this emphasis equips students with the mental skills to avoid thinking in simplistic terms and overgeneralizing. Evidence suggests that we can reduce students' prejudice by giving them a framework or different conceptual lens through which to view the world.[4] Establishing a worldview that is grounded in reasoned judgment, where one's beliefs — and consequently one's actions — are based on thoughtful examination of the evidence, is the rationale of teaching for thinking.

In a less-than-ideal school system, there are still some things that can be done to bring the dream of a prejudice-free society closer to reality. Schools should play a vital role in helping students develop as fair-minded a worldview as possible so that they may assess information thoughtfully and fairly, whether it be a history lesson or an incident in their daily lives, thereby becoming more aware of and reducing the effects of bias, prejudice and self-deception in their thinking.

Schools need to begin to explode the myth of the one-right-answer. This myth simply misrepresents the real world in which many questions do not have right — or even good — answers. We may also need to reexamine an environment where mistakes are equated with "sins," the impact of this kind of environment on risk taking with one's thoughts and ideas, and the role that competition plays in fostering or inhibiting critical thinking.

In some experimental studies designed to reduce competitiveness and increase cooperation in learning, cognitive outcomes included retention, application and transfer of information, concepts, and principles; problem-solving ability and success; and divergent and risk-taking thinking. Affective outcomes included acceptance and appreciation of cultural, ethnic and individual differences, reduction of bias and prejudice; pluralistic and democratic values; valuing education; and positive attitudes toward school and self.[5]

Classroom essentials and strategies

Let us return to the dispositions of a critical thinker and examine ways they can be modeled, encouraged, fostered, "taught," reinforced and rewarded in the classroom.

- *A climate of trust and respect* — Students will not take risks with their thinking in an atmosphere of fear and ridicule. Taking chances with one's ideas must be valued and safeguarded by classroom rules that demand respect for the ideas and opinions of other students.
- A *"community of inquiry"* — An environment where asking right questions is as important as giving right answers. An environment where there is a balance between questions that have right answers and those for which there may be more than one.[6]
- *A balance between teacher talk and student talk* — In classrooms where teachers do most of the talking, students get the idea that what they have to say is not important. Students need to discuss, entertain and grapple with ideas, problems and concepts, and it is through discussion that we can deepen students' understanding and depth of knowledge.
- *Success and self esteem* — One of the best-established correlations with prejudice reduction is self-esteem — a

correlation so close as almost to demonstrate a cause-and-effect relationship.[7] An encouraging and success-oriented environment is crucial to developing confidence in one's reasoning and consequently to one's level of prejudice.

- *An emphasis on thinking about thinking* — Getting students to think about their thinking is extremely important; asking questions about logic in addition to questions about content: "How did you arrive at that conclusion?" "What evidence supports that?" "Can you explain how you worked that out?" The expectation should prevail in the classroom that students need to justify what they say with reasons, evidence and support.

Research suggests that direct teaching of prejudice-reduction techniques may be ineffective, whereas indirect teaching of the skills and dispositions needed to combat prejudice *is* effective. In other words, merely *telling* students that they should not be prejudiced is ineffectual.

Fostering evaluative thinking skills

Historical events and literature relevant to issues of prejudice (e.g., *To Kill a Mockingbird, The Anne Frank Story*), used with sensitivity and care, are essential. The teaching and valuing of the contributions of the great writers, scientists and leaders of all races, creeds and ethnic groups is imperative. In addition, an emphasis on the dispositions for critical thinking can and should be incorporated into *every* aspect of school life. Some examples of classroom lessons and activities that emphasize both critical-thinking skills (for example, inferring, making assumptions, drawing conclusions, evaluating evidence, supporting positions with evidence, etc.) and dispositions are:

Intellectual curiosity and being systematic. Frances Hunkins devised a strategy for helping students ask their own questions. After identifying an issue or topic, have the students plan the investigation of the topic — brainstorming possible guiding questions, identifying (together or in small groups) the most important questions, and assessing the reasoning embedded in their sequence of questions.[8]

Objectivity and respect for other viewpoints. One cooperative learning activity involves organizing students into groups of four, with two students assigned the pro side of an issue and two the con. Each pair of pros and cons finds another pair of the same side and spends an allotted amount of time in this group identifying arguments for their respective sides.

The original groups then reconvene and debate the issue, with each person in the group of four having three minutes to lay out the arguments or give their rebuttal. After each person in the group has taken a turn, the sides then *change* positions, with the pros arguing the con side and vice versa. After each person has argued the opposite position, the group then drops its advocacy roles and comes to a group consensus on a position, identifying the best arguments for that position.[9]

Open-mindedness and flexibility. At Teachers College, Columbia University, Hazel Hertzberg uses this activity in her social studies classes, but it has also been used successfully with elementary and high school students. The "Penny Lesson" involves students in small groups who are asked to look at pennies and, pretending they know nothing about the culture that made a given penny, identify as many inferences as they can about the culture that made it (for example, they had an advanced technology, this was a religious society, this was a bilingual society).

Each group shares its inferences, supporting them with evidence provided by the penny. The lesson can be extended by examining the inferences — which are true or false, what would have to be done to test some of the inferences (e.g., a "male-dominated" society?), written assignments (e.g., a day in the life of a penny). This exercise illustrates how difficult it is to suspend one's bias in an enjoyable, nonthreatening manner.

Decisiveness. Edys Quellmaltz, formerly of Stanford University, worked with classroom teachers in developing lessons for second- and third-grade students that required them to take a position on an issue and support it.

For example, before reading "Jack and the Beanstalk," the students are asked to read and decide whether Jack is a greedy boy or a curious boy. The class discusses some of the characteristics of greedy and curious people. After the students read the story, the teacher elicits examples from the students and places them under headings "Jack was greedy" and "Jack was curious" on the board.

Finally, after much groundwork, the students write a composition in which they take a position, supporting their position with two good reasons from the story. This is a powerful lesson for third graders. They get the message that what they think is important, that they must support their positions with good reasons, and that one's use of evidence affects the conclusions drawn.[10]

Intellectual honesty. A hallmark of a critical thinker is the ability to distinguish between appeals to reason and appeals to emotion, recognizing that a tendency exists to seek out only evidence that supports one's viewpoints. We often accept without question what agrees with our views and automatically reject what does not.

Kevin O'Reilly, of the Critical and Creative Thinking Program at the University of Massachusetts-Boston, developed a history lesson on the Battle of Lexington to give students an opportunity to evaluate critically conflicting sources of information on "who fired the first shot on Lexington Green." Students are given excerpts from an American history textbook, a book written by Winston Churchill, and two eyewitness accounts of the battle. Through discussion and examination, students are asked to analyze each passage in terms of the use of language (emotionally loaded terms, such as 'patriot' and 'rebel'), the quality of the reasoning, the use of rhetorical

devices to slant, and so on. The essence of the lesson is the questions students ask in assessing the credibility of the sources.[11]

Toward a prejudice-free society

We should teach our children to ask questions; go beyond the superficial to the substance; take positions on issues and explain and defend those positions; be aware of multiple perspectives on important issues and the importance of knowing all sides of an issue before taking a position; and assess information carefully and fairly. Then they will increase their awareness of their own biases, heighten their openness to rethinking their positions in the face of conflicting evidence, and take time to reflect rather than merely react. ●

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Reprinted by permission from the National Council for the Social Studies (NCSS). The article originally appeared in the April/May 1988 issue of SOCIAL EDUCATION, *the official journal of NCSS. This article also appeared in the publication* Reducing Prejudice *published by the Anti-Defamation League of B'nai B'rith. A review of* Reducing Prejudice *is on page 34.*

What can parents do about prejudice?

Despite the best efforts of many parents and teachers, children still learn prejudice and practice discrimination. The following suggestions from the National PTA and the Anti-Defamation League of B'nai B'rith may help parents teach their children to overcome unfair attitudes and practices.

- Accept each of your children as unique and special. Let your children know that you recognize and appreciate their unique qualities. Children who feel good about themselves are less likely to be prejudiced.

- Help your child become sensitive to other people's feelings. Studies indicate that caring, empathetic children are less likely to be prejudiced. Share stories and books with your children that help them to understand the points of view of other groups. When personal conflicts occur, encourage your children to think about how the other person is feeling.

- Make sure your children understand that prejudice and discrimination are unfair. Make it a firm rule that no person should be excluded or teased on the basis of race, ethnicity or religion.

- Teach your children to respect and appreciate differences by providing opportunities for interaction with people of diverse racial, ethnic and religious groups. Studies show that children working or playing together in a friendly environment develop positive attitudes toward one another. Sports teams, bands, school clubs and community programs are good examples of such activities. In addition to firsthand experiences, provide opportunities for children to learn about various groups of people through books, TV programs, concerts or other programs that show positive insights into other cultures.

- Help children recognize instances of stereotyping, prejudice and discrimination. Make sure they recognize such attitudes and behavior if they see them in action. TV news and programs, movies and newspapers often provide opportunities for discussion.

- Encourage children to create positive change. Talk to your children about how they can respond to prejudiced thinking or acts of discrimination they observe. Painting over racist graffiti, writing letters to a television producer who promotes stereotypes, or confronting a peer's discriminatory behavior are all appropriate actions. Confronting classmates is particularly hard for children, so they need to have a ready-made response for such instances. If another child is called by a racist name, an observer might simply say, "Don't call him that. Call him by his name." Or, if your child is the victim, "Don't call me that. That's not fair."

- Take appropriate action against prejudice and discrimination. For example, if other adults use bigoted language around you or your children, you should not ignore it. Your children need to know that such behavior is unacceptable even if it is from a familiar adult. A simple phrase will do: "Please don't talk that way around me or my children," or "I don't think that joke is funny."

School Crisis:
Under Control

Host
Edward James Olmos

"Imagine a gunman invading your school. Or terrorists planting a bomb. Or a classroom of students held hostage. These situations may seem unreal — even impossible.... Every school — urban, rural or suburban — is vulnerable. When will a crisis strike your school? And will you be ready?"

These words, spoken by acclaimed actor Edward James Olmos, combine with news footage of actual school crisis events to provide a compelling introduction to "**School Crisis: Under Control**," a 25-minute, award-winning documentary on school crisis prevention, preparation, management and resolution sponsored by the National School Safety Center (NSSC).

Appealing not only to educators but also to parents, law enforcers, school security personnel, civic leaders and concerned citizens as well, this informative videotape is designed to help schools and communities prepare for the unexpected. Planning begins with an awareness that disaster can strike anywhere.

The National School Safety Center sponsored a "School Crisis Prevention Practicum," which included educational professionals and representatives from the fields of law, psychology and journalism. The school principals attending the practicum personally had dealt with bombings, murder and terrorism on their campuses.

Their comments and recommendations, learned by living through tragic events at their schools, were filmed and have been incorporated into "**School Crisis: Under Control**" to assist others in designing crisis prevention and response plans. These plans will improve the community's ability to overcome such disasters and also will help schools avoid potential liability.

"**School Crisis: Under Control**" offers direction on how to increase school security and provides specifics on how to work through a crisis. Topics include outlining staff roles and responsibilities, dealing with the media, providing adequate communication systems and signals, arranging transportation, offering grief counseling and emphasizing a school's safety after the incident.

Host Edward James Olmos is best known for his portrayal of teacher Jaime Escalante in the movie "Stand and Deliver" and his role as Lt. Castillo in the popular television series "Miami Vice."

Both NSSC and Greg Strom, producer and director of the videotape, have received numerous national awards, including an Emmy, for previous documentaries.

"**School Crisis: Under Control**" is available from NSSC on VHS videotape for $65.

"School Crisis: Under Control" Order Form

$65 covers postage and handling. Price is subject to change without prior notice. Check must accompany order.

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Forum examines youth violence

The omnipresent threat of violence in the lives of many thousands of America's minority youth severely detracts from the quality of life in minority communities. Despite an urgent need, little guidance currently is available for communities that wish to develop their own violence-prevention programs.

The absence of useful guidance is attributable to three factors. First, little is known about how to effectively prevent death and injuries resulting from youth violence. Second, what is known about prevention— based on innovative efforts by a variety of communities as well as scientific research to date— has not been assembled in a clear, concise way. Third, no accepted locus of responsibility exists for helping communities to address the primary prevention of violent death and injuries.

To begin addressing these issues, the Centers for Disease Control of the Public Health Service and the Minority Health Professions Foundation (with the Morehouse School of Medicine serving as the coordinating institution) sponsored "The Forum on Youth Violence in Minority Communities: Setting the Agenda for Prevention." The forum was comprised of about 110 participants representing public health, criminal justice, social service, and academic and minority communities.

Interpersonal violence is a problem that impacts all segments of American society. Each year, more than 20,000 people die and more than 2.2 million suffer non-fatal injuries from interpersonal violence. Young people from racial and ethnic minorities in particular have a high risk of death and injury from interpersonal violence.

Homicide is the leading cause of death among African-Americans between the ages of 15 and 34. During his lifetime, an African-American male has a one-in-27 chance of being murdered compared to a probability of one in 205 for a white male, according to data from the Federal Bureau of Investigation.

Hispanic males and Native Americans also are at high risk of becoming homicide victims. In the Southwest, the homicide rate for Hispanic males has been found to be more than three times the rate for non-Hispanic males in the region. The risk of homicide for American Indians and Alaska Natives is more than double that for all Americans.

Rates of fatal injury from interpersonal violence, such as homicide, are disproportionately high for young people, males, African-Americans and Hispanics. Homicide, however, which represents the fatal level of interpersonal violence, is only the tip of the iceberg. Each year, more than 450,000 African-Americans and Hispanics suffer non-fatal injuries from violent and abusive behavior.

One purpose of the forum was to summarize what is known about violence prevention so that this information can be immediately applied by minority communities. Another purpose was to determine priorities for the evaluation of violence-prevention programs so that future research can be appropriately targeted. Through this assessment, the sponsoring groups, state and local health departments, and minority communities will be better able to implement effective violence-prevention programs and encourage research in the development of promising intervention strategies.

The forum focused on minority communities for several reasons. First, people living in many minority communities face an extraordinarily high risk of death or injury from violent and abusive behavior. In order to ensure that maximum benefits are derived from finite resources, available resources for the prevention of youth violence should be directed toward those in greatest need.

Second, the successful implementation of youth violence-prevention programs will depend heavily on the willingness of minority communities to take ownership of this problem and organize themselves so that they can act to effectively prevent youth violence. The information that emerges from this forum is intended to empower minority communities in a way that enables them to achieve the goal of prevention.

Finally, a focus on minority communities is justified because of the need to ground violence-prevention programs in the cultural milieu of communities. African-American, Hispanic, Native American and Asian communities each have unique cultural traditions that play an important role in determining the success of community interventions. Violence-prevention strategies must be culturally sensitive, competent and specific in order to achieve their maximum potential to prevent death and injury.

The Centers for Disease Control will use the information revealed in the forum proceedings to develop guidelines for community violence-prevention programs and set priorities for evaluation research. The community guidelines and evaluation priorities will be based on information acquired through the conference deliberations, the background papers prepared for this conference and other relevant sources.

Excerpted from the Special Section of the May/June 1991 issue of Public Health Reports, *edited by James A. Mercy and Mary Ann Fenley.*

States adopt hate crime laws

A decided trend has emerged for legislation on the subject of hate crimes. Bigotry of all kinds is increasing, and violent incidents motivated by such bigotry also are on the rise. This phenomenon has attracted sufficient attention that lawmakers at the state and federal level wish to discourage such behavior through effective legislation.

Getting from policy to law, however, is proving to be difficult, if not unconstitutional. Recent developments suggest that some of the approaches to solve this problem are practical, while others must be based on a well-thought-out policy designed to respond to local conditions rather than national headlines.

Defining a "hate crime" is not an easy task. The phrase has become something of a term of art covering everything from crimes against property to physical assault and battery to speech that violates behavioral norms in the setting where the speech takes place. Every jurisdiction already has laws on the books that address crimes against property or persons without regard for the perpetrator's motivation concerning the race or nationality of the victim or the victim's property. What does specific hate crimes legislation add to these existing laws?

First, states may wish to adopt statutes that address these subjects to provide an additional tool for law enforcement similar to those which exist in federal law under the civil rights statutes. Conspiracies against the rights of citizens are criminalized in 18 U.S.C. § 241. Similar protection against officially encouraged or sanctioned deprivation of civil rights is provided for in 42 U.S.C. § 242. Civil action — including money damages against those who violate the law — is provided for in 42 U.S.C. § 1983.

Second, state hate crimes provisions also may provide stiffer penalties to respond to perceived needs in local jurisdictions. A look at various state provisions illustrates both the diversity of approaches and the type of legal challenges that are likely to arise.

Every state has proposed some response to violent bigotry. To date, most states have passed some legislation that adds to the federal statutes in providing enforcement solutions to hate crimes. This legislation, much of which has been modeled after suggestions of the Anti-Defamation League of B'nai B'rith, highlights such activities as institutional vandalism and intimidation, focusing on both conduct as well as speech. At a minimum, these laws mandate crime reporting for incidents that fit the legislative description. Some of the legislation supports civil actions against perpetrators, while others require that law enforcement agencies include extra training regarding hate crimes to officers.

Some hate crimes laws may be unconstitutional. Earlier this year, a state court judge ruled that the provisions of the Virginia hate crimes law abridged protected expression, and the court threw out a prosecution against a 16-year-old student charged with burning a cross at a high school in Fairfax, Virginia.

The lawyer for the student successfully argued that cross-burning was protected as symbolic speech in much the same way that flag-burning was upheld by the U.S. Supreme Court. While the Fairfax County attorneys argued that the law was aimed only at reaching acts that cause intimidation, it is easy to see how the First Amendment may pose serious problems for hate crimes laws aimed at specific types of intimidation. At least half of the states with hate crime laws have provisions that prohibit the burning of crosses or other symbols.

States may get around this problem in two ways. First, states may change the laws to prohibit individuals from burning anything without a permit within a residential district or an area where churches are located. Laws of this type are easily enforced without regard for the expression of the person doing the burning. The First Amendment then does not become an issue. Second, states that do not desire to change the focus of existing hate crime laws which address symbolic acts of intimidation simply may argue that these laws further a compelling state interest in discouraging acts of violent bigotry.

The U.S. Supreme Court has decided to take up the question of hate crime laws during its 1991-92 term. A recently enacted Minnesota law is being reviewed by the Court in the case of *R.A.V. v. City of St. Paul* (90-7675).The law provides that:

> Whoever places on public or private property a symbol, object, appellation, characterization, or graffiti, including but not limited to, a burning cross or Nazi swastika, which one knows or has reasonable grounds to know arouses anger, alarm, or resentment in others on the basis of race, color, creed, religion, or gender commits disorderly conduct and shall be guilty of a misdemeanor [Leg. Code @ 292.02 (1990)].

Thus, in issuing its decision on *R.A.V. v. City of St. Paul*, the U.S. Supreme Court soon will determine the constitutional parameters of hate crime laws and set guidelines for future legislation.

Prepared by Bernard James, special counsel for NSSC.

Schools fight bias and intimidation

Schools will be a prime target for purveyors of hate crimes. Because modern campuses bring together such a diverse group of students, they will attract perpetrators of hate and intimidation.

The "Summary of School Hate Crime Report" released in October 1989 by the Los Angeles County Commission on Human Relations illustrates this diversity by listing crimes against Latinos, blacks, whites, Asians, Arabs, Jews, immigrants, homosexuals and "others," including Filipinos and American Indians. Although blacks and Latinos were the biggest targets, the study found no group immune. Hate-laden slurs, graffiti and other incidents of violence were reported against individuals based on race, ethnicity, immigrant status, religion and sexual preference.

A far greater amount of school crime and violence is racially related than anyone wants to admit. Many educators fail to report these crimes because they feel that it makes them look bad if they admit they have a problem. They sense that they will be blamed or they wish to avoid bad publicity or litigation. Some administrators think that some offenses are too minor to report or they prefer to rely on their own security and discipline instead of reporting the crime to law enforcement. They may suspect that the police or the courts will not cooperate with them. They may fear retaliation from the offenders or may not want to stigmatize them. Above all, many administrators fear that, if they report crime on campus, they will be regarded as ineffective.

In some communities, educators have overcome these concerns and taken the lead in discussing the problem of and potential solution to hate crimes. In response to the Hate Crimes Report in Los Angeles County, 200 educators and other community leaders attended a symposium where they heard from colleagues who have developed experimental programs to address the problem.

In the face of the threat that hate crimes bring to the learning environment and safe campuses, recent reports suggest that schools have adequate legal tools to respond to the challenge.

School codes of conduct are, in most cases, already structured in such a manner that they can be used to cite and punish students who commit hate crimes on campus against persons or property. For example, students who commit assault or battery can be disciplined based on those sections of the code of conduct, regardless of the motivation for these crimes. Vandalism or disruption motivated by hate can be considered by the same school rules that cover any incidents of vandalism or disruption. Moreover, in some school districts, codes of conduct apply to activities off campus. As a result, school-based discipline may be all that is necessary to establish an effective policy against hate crimes by students.

In addition to codes of conduct, the commission of most hate crimes will violate local as well as federal criminal laws. School officials may not wish to report incidents in some cases, but they should be aware that hate crimes are sufficiently serious to gain the interest of local prosecutors. Some prosecutors, frustrated by lack of cooperation by school officials, may charge them with obstruction. When the hate crime is committed on campus by non-students, criminal law is often the only way to enforce safe campus policies.

In Los Angeles, a federal court sentenced a 19-year-old to a one-year prison sentence for mailing hate letters to school administrators at Grant High School in Van Nuys, California. The student pled guilty after being caught mailing letters to a black member of the student body, the black assistant principal and the principal, who is married to a black woman.

The youth's letters included such messages as "Keep your hands off white girls," "I guess you are just another brand of ignorance that me and my friends are going to have to take care of," and "How would you like a 10-foot cross burned on your front yard?" Yet another letter threatened the principal that a 10-foot cross would be burned on his lawn and that his family would be harassed.

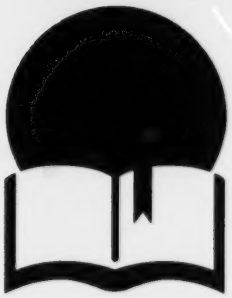
The letters were typewritten for the most part, but one letter had a line written in handwriting. The school administrator linked the letters with files of student homework to catch the youth. When police searched the home of the student, they found school records listing the name and address of the student who received the letter, other unmailed letters and the typewriter ribbon used to make the letters.

The court rejected probation of the 19-year-old, agreeing with the prosecutor that hate crimes committed on school campuses should be treated as serious threats to society. The sentence also included a requirement that the youth write letters of apology to the victims as well as an open letter of apology to Grant High School.

This case school should give administrators confidence that it is possible to respond effectively to hate crimes committed by students on campus.

Prepared by Bernard James, special counsel for NSSC.

Effective teaching reduces prejudice



Reducing Prejudice: An Overview by Seven Prominent Educators, *Anti-Defamation League of B'nai B'rith, 1988, 28 pages.*

Reducing Prejudice, reprinted from the April/May 1988 issue of *SOCIAL EDUCATION*, the official journal of The National Council for the Social Studies, examines the role of education in counteracting prejudiced attitudes, beliefs and behaviors.

Schools cannot afford to neglect the human relations component of education. Effective citizenship does not depend on knowledge of rights and responsibilities under the Constitution alone. People also must be able to interact easily and openly with the different races, religions and cultures that are part of our increasingly multicultural society.

Our children enter school with preconceptions acquired from parents, peers, the media and other socializing agencies in the community. By the age of 12, children have already developed a complete set of stereotypes about every ethnic, racial and religious group in society, according to a landmark research study conducted by the Anti-Defamation League (ADL) and the University of California at Berkley.

However, the research also indicates that children at stages of early adolescence are still open and undergoing development—not too old for significant attitudinal change, but old enough to engage in the process of self-discovery. Counteraction is possible during the next few years of adolescence, the study indicates. If no counteraction occurs during this time, however, the research suggests that these children will continue to build on their stereotypes and become narrow, bigoted adults.

The ADL research identifies two primary means of counteracting prejudice through education. First, students must be assisted in developing critical and analytical thinking skills. Children who are cognitively sophisticated are far less likely to become prejudiced adults than those who continue to "think" simply and unquestioningly.

Second, the study found that, if young people of different races or cultures can get to know one another well enough to discover essential similarities where they previously assumed differences, prejudices will crumble.

Reducing Prejudice contains informative articles integrated with practical suggestions to help teachers develop an anti-prejudice curriculum for their classrooms. Subjects include:

- cooperative learning methods to reduce prejudice and increase multicultural appreciation;
- approaches for developing critical thinking skills; and
- classroom activities that provide opportunities for students to identify and examine their own beliefs and thought processes which underlie and perpetuate prejudice and discrimination.

Also included is an Anti-Defamation League report on Skinheads and a short bibliography of print and audio-visual materials that can help integrate human relations concepts and lessons into the social studies curriculum.

For more information or to obtain a copy of *Reducing Prejudice*, write: The Anti-Defamation League of B'nai B'rith, 823 United Nations Plaza, New York, NY 10017, 212/490-2525.

Videos help locate missing children

KIDPRINT, a free service offered by Blockbuster Entertainment Corporation in conjunction with the National Center for Missing and Exploited Children.

From 1984 through 1990, more than 24,000 children—about 13 children each day—were reported missing to the National Center for Missing and Exploited Children (NCMEC). According to the U.S. Department of Justice, in 1988 alone, almost one million children were abducted, ran away or were otherwise missing.

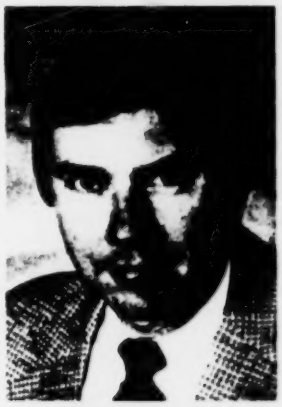
Last August, Blockbuster Video launched KIDPRINT, a national child safety program that provides parents the opportunity to have their children videotaped. This effort helps parents be more prepared in the event that their children are ever abducted or missing. This September, Blockbuster Video again will offer this free service to parents.

The objective of the KIDPRINT program is to capture a child's image, voice and mannerisms on videotape. The tapes could be used by the police to be broadcast on television, helping to locate and identify lost or abducted children.

During the month of September, parents may have their children videotaped at any participating Blockbuster Video. Parents have the option of purchasing a special blank KIDPRINT tape from Blockbuster or providing their own. All proceeds from the purchased videotapes go to NCMEC. Call your local Blockbuster Video for more information.

Prepared by June R. Lane, associate editor of School Safety.

PRINCIPALS of LEADERSHIP™



Studies of effective schools have shown that strong leadership is a key ingredient for success. According to a U.S. Department of Education publication, "Students respond best to a principal they can respect. These men and women are firm, fair, consistent and highly visible."

"Principals of Leadership" recognizes outstanding men and women in our nation's schools who, through their effective leadership, promote safer, more productive and more positive learning climates on the campuses they administer. Although the leadership styles of effective principals vary with the circumstances and situations they face, vision, persuasiveness and commitment to excellence are common threads in the profiles of the 10 principals honored this year. Running a school is a complicated job, especially in today's complex world in which the need for campus safety, for preparing students to enter a more technologically sophisticated work force, and for dealing with the psychological and emotional needs of students often compete with schools' traditional academic goals. Since safe, quality schooling requires student, staff and community involvement, the special programs and talents these principals have developed take on varied emphases.

For example, programs that integrate school activities with local businesses provide job training and incentives for young people to stay in school. Staff and student recognition programs boost morale and reduce discipline problems. Special campus cleanup projects instill a "pride of ownership" among students for their campuses and reduce vandalism. These 10 education leaders and their achievements are positive examples for all leaders of children and adults alike.

The 1991 "Principals of Leadership" are (counterclockwise from top left): Roger L. Berkbuegler, Rolla High School, Rolla, Missouri; Anita S. Bieler, Hereford Elementary School, Hereford, Pennsylvania; Eugene T. Domeño, Neil Armstrong Elementary School, Diamond Bar, California; Phillip L. Hobbs, Eastmoor High School, Columbus, Ohio; Mary Ann Joyce, Horizons-on-the-Hudson Magnet School, Newburgh, New York; Janice P. Matistic, Jefferson Elementary School, Summit, New Jersey; Frank N. Mickens, Boys and Girls High School, Brooklyn, New York; Lee Switzer, Hayes Elementary School, Fridley, Minnesota; Wayne N. Tanaka, Robison Junior High School, Las Vegas, Nevada; and Kristine Wolzen, Raymond Central Elementary Schools, Valparaiso, Nebraska.

For more insight from the "Principals of Leadership," write: National School Safety Center, Pepperdine University, Malibu, California 90263.

Presented as a public service by the National Association of Elementary School Principals, the National Association of Secondary School Principals and the NATIONAL SCHOLASTIC SAFETY CENTER

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SAFE SCHOOLS WEEK

OCTOBER 13-19, 1991

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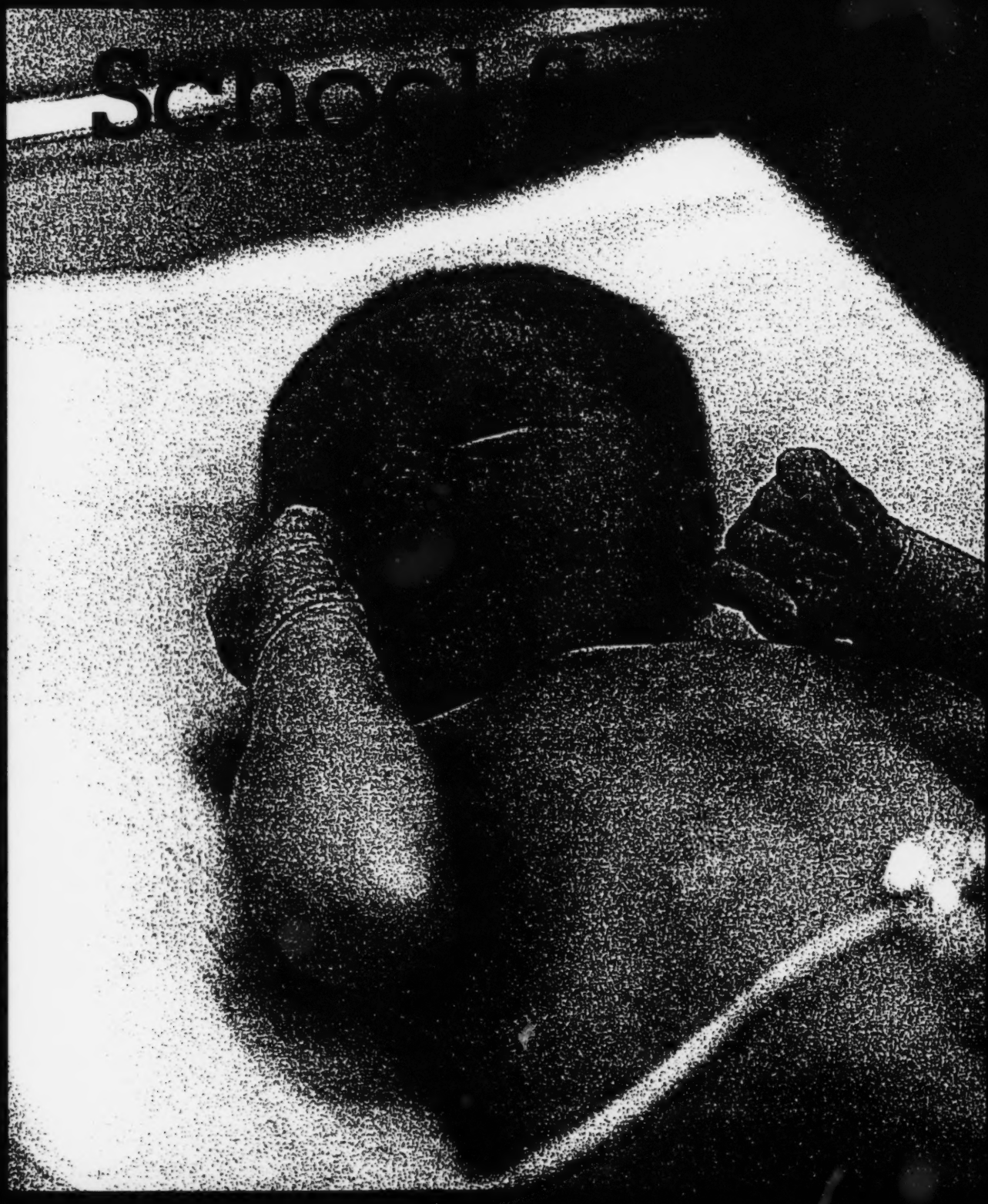
Please join the National School Safety Center and other local, state and federal officials and organizations in observing October 13-19, 1991, as ***America's Safe Schools Week.***

Significant progress is being made to help make all of our nation's schools more safe, secure and productive places in which to learn and work. At the forefront of this movement are hundreds of exemplary programs and associations at the school, district, state and national levels that are effectively preventing campus crime and violence, improving discipline, increasing attendance, and suppressing drug traffic and abuse. This observance of ***America's Safe Schools Week*** will recognize and honor these programs as well as encourage others to replicate them.

Now is the time for people across our nation to join together in promoting the safety and well-being of our schoolchildren and in providing quality education for the future leaders of our country. ***America's Safe Schools Week,*** now in its seventh year, is sponsored annually by the National School Safety Center, a partnership of the U.S. Department of Justice, U.S. Department of Education and Pepperdine University.

Drug-exposed babies —
the newest cry for help in the war on drugs.



Drug-exposed babies cry for help

By Ronald D. Stephens
NSSC Executive Director

Drug abuse and its effects on children cut across all racial and economic groups. It occurs in the suburbs, rural communities and in urban America. Educators and law enforcers are faced with a dual challenge: keeping kids away from drugs and keeping drugs away from kids. The first strategy implies education to reduce the demand; the second implies enforcement to reduce the supply. These companion strategies have an opportunity to work once a youngster reaches the age of responsibility and can make a choice.

But drug-exposed children do not have the privilege of choosing their destiny. They inherit the lifestyle and legacy of their parents, placing them at incredible risk. Their home environments often exacerbate the damage that was done in the womb.

By the year 2000, it is estimated that there may be four million cocaine-exposed children in the United States. New York City Public Schools Chancellor Joseph Fernandez reports that 26 drug-exposed children are born every day in New York City alone — that's enough children to fill a kindergarten class!

Contrary to early reports, hope exists for children born prenatally exposed to drugs. With special attention including medical care, creative education and stable home environments, they may have a chance. The sad part is that children and families affected the most by the drug/crack cocaine epidemic are disproportionately found in impoverished, minority communities where resources to provide needed attention are scarce.

Five years ago, these children were referred to as "crack babies." Research now shows that their bodies also were exposed to other drugs — PCP, heroin, alcohol, tobacco — and usually more than one drug at a time. It also was thought that drug-exposed children would be horribly brain damaged and mentally retarded.

New research indicates that if these children receive special support early in life, they may be able to live relatively normal lives. A longitudinal study being conducted by the National Association for Perinatal Addiction Research and Education (NAPARE) has shown that nearly 100 percent of drug-exposed children test within the normal range cognitively. The mothers of the children in the study sought treatment while they were pregnant and many continue to receive support.

The same study also predicts that 30 - 40 percent of drug-exposed children will experience behavioral problems and learning disorders as they become school age, including difficulties in language development and/or attention.

Not all experts agree, however, nor is research conclusive. In fact, little research exists to describe developmental patterns in older children who were prenatally exposed to crack cocaine. At this point, experts cannot predict what will happen as the drug-exposed child matures and grows into adulthood.

What measures can be taken by educators and other service providers to improve the chances these children have for success? Most professionals agree that energies must be focused on building successful outcomes with at-risk children and their families.

Promising strategies include parents and "significant others" who will invest time with these children. Highly structured educational programs and shorter assignments appear to be most effective. A small class size with six to eight students and a 2-1 student/teacher ratio provides a critical level of personal attention so needed by these children.

In this issue of *School Safety*, Dr. Ira Chasnoff, president and medical director of NAPARE, writes about research currently being conducted in Chicago. From the Los Angeles Unified School District, psychiatric social worker Deborah Johnson and teacher Carol Cole collaborate on a report about their work in one of the first pilot programs in the United States that addressed the special needs of children prenatally exposed to drugs.

Richard Jones, executive director of Boston Children's Services Association, and Charlotte McCullough and Madelyn DeWoody of the Child Welfare League of America in Washington, D.C., write about the challenges to the social services system presented by the increasing numbers of preschoolers affected by prenatal exposure to alcohol and drugs and the devastating postnatal factors related to parental chemical involvement.

Linda Delapenha of the Department of Student Services, Hillsborough County (Florida) Schools, reports on a program for training teachers in the Tampa area to work with drug-exposed children within the regular classroom setting, rather than through special education classes. Soon this training will be available to other districts.

Nowhere is the fiber of a nation more clearly reflected than in the way it cares for its children. Ordinary people will be required to provide extraordinary care for drug-exposed youngsters. The key will be early intervention, complemented by systematic interagency cooperation by an array of youth-serving professionals and parents who care.

NATIONAL SCHOOL SAFETY CENTER

Pepperdine University's National School Safety Center is a partnership of the U.S. Department of Justice and U.S. Department of Education. NSSC's goal is to promote safe schools free of drug traffic and abuse, gangs, weapons, vandalism and bullying; to encourage good discipline, attendance and community support; and to help ensure a quality education for all children.

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About the cover:
Each year in the United States, an estimated 375,000 babies are born prenatally exposed to drugs. Through no fault of their own, they come into the world already victims of the ravages of drug abuse. Photo by Stuart Greenbaum.

CONTENTS

TM NAPARE

4 Hope for a lost generation
By Ira J. Chasnoff

7 Extraordinary care for special children
By Deborah J. Johnson and Carol K. Cole

11 New challenges for changing times
By Linda Delapenha

14 Developing strategies for educational success
By Judy Howard

20 Responding to obscure needs
By Richard Jones, Charlotte McCullough and Madelyn DeWoody

26 Pregnant drug abusers: Rights/responsibilities
Child Welfare League of America

29 Preparing for drug-exposed children
American School Board Journal

Updates

2 NSSC Update

30 National Update

32 Legislative Update

33 Legal Update

34 Resource Update

Resources

10 School Crisis Video

18 NSSC Publications

19 NSSC Resources

25 NSSC Documentaries

35 Principals of Leadership

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BY IRA J. CHASNOFF

Chicago study of the developmental progress of drug-exposed children reports that there is hope for babies born to addicts, if their mothers receive early treatment and counseling.

Hope for a 'lost generation'

Of the hundreds of requests for information about perinatal drug addiction that come through the NAPARE office in Chicago, the question most frequently asked is, "What can you tell us about working with drug-exposed children in our classrooms?"

Many administrators and teachers are fearful. They have read articles and seen TV programs about drug-exposed children that depicted them as uncontrollable and ineducable. These children have been labeled "a lost generation."

Good News

The National Association for Perinatal Addiction Research and Education (NAPARE) currently is conducting the oldest longitudinal study of the developmental progress of children who were prenatally exposed to illicit drugs. Between 300 and 400 children are enrolled in the study. Most of them now are three and four years old. The mothers were in drug treatment before these children were born, so complete histories of the drug exposure since birth, as well as information about the children's family situation and home environment, are available. Most of the families in the study are minorities receiving public aid.

Ira J. Chasnoff is president and medical director of the National Association for Perinatal Addiction Research and Education.

The major findings in NAPARE's study include:

- Almost 100 percent of these children test within normal range cognitively. They can be taught; they can learn.
- While all of these children have exhibited signs of neurobehavioral deficiencies as infants, by the ages of three and four, the majority of them have achieved levels of social, emotional and intellectual development that place them within the normal range.
- Thirty to 40 percent of the cocaine-exposed children continue to display problems, with varying degrees of severity, in language development and/or attention. Attention difficulties range from mild distractibility to attention deficit disorder with hyperactivity (ADDH). Less than 5 percent are true cases of ADDH.
- The attentional problems for these children seem to be on a continuum similar to the types of self-regulatory problems seen in cocaine-exposed newborns and infants. The children have low thresholds for overstimulation and frustration. They react by losing impulse control or withdrawing. Obviously, either reaction would be a problem when a child is in a classroom with 20 or more other children.

Overall, the findings in the NAPARE study are good news. But why is the news of NAPARE good and the news of other agencies so bad? A closer look reveals some significant facts.

Early intervention and treatment

The mothers of children in the NAPARE study received treatment for their addiction before their babies were born. Many continue to receive therapy, although they are in recovery. Treatment during pregnancy helped alleviate the classic risks to a successful pregnancy — the lack of prenatal care, poor nutrition and generally poor maternal health.

Another NAPARE study, published in the *Journal of the American Medical Association*, March 24, 1989, reported that intervention or treatment begun early in the pregnancy will improve the outcome of the pregnancy. It will not *eliminate* all of the effects of prenatal drug exposure on the infant, but the associated problems of prematurity and low birth weight may be reduced.

In addition to early intervention or treatment during the pregnancy, the mothers are asked to bring their babies to the child development clinic at specific intervals for well-baby care and a series of developmental evaluations. This program is entirely voluntary.

Each step of the way, parents and caregivers are informed of the results of the developmental tests, and they are given advice and training on how to handle and comfort a drug-exposed infant. As the children grow older, par-

ents are given techniques for providing the consistent, structured and predictable care that an easily overstimulated child requires.

When it is appropriate, the children are referred to physical therapists, speech therapists and programs such as Zero to Three and Headstart.

The parents also receive assistance with basic needs such as transportation to and from the clinic, child care for siblings if needed, and the services of a social worker. They feel connected to this program because they and their children are treated like special people — not like statistics or "cases."

Without treatment

Contrast NAPARE's program with what awaits most pregnant drug abusers and their infants. First, very few treatment programs will accept a *pregnant* drug abuser. When the NAPARE treatment program for pregnant women began, it was the *only* program in the Chicago metropolitan area that would treat a pregnant drug abuser on Medicaid. Conditions are a little better now, but there still are not enough treatment programs for this population in Chicago or in the nation.

Typically, the fragile, drug-exposed newborn goes home to an environment that exacerbates rather than alleviates its behavioral problems. If its mother has not received drug treatment or counseling, the infant may be exposed to the risks of poor nutrition, little medical care, a chaotic lifestyle, possible abuse and neglect, and passive exposure to illicit drugs.

Babies born severely premature or small for gestational age are placed in neonatal intensive care units that are extremely overstimulating. The ones that are deserted by their mothers are placed in "boarder baby" nurseries, where dozens of babies overstimulate one another and too few caregivers provide the soothing and nurturing that will help develop self-regulatory abilities.

Some drug-exposed infants are placed in foster homes where caretakers have

Substances commonly abused during pregnancy

When a pregnant woman drinks or abuses any drug, the developing fetus is also exposed to the harmful substance(s). These substances flow directly from the mother's bloodstream through the placenta and cross over to the baby. Harmful chemicals taken during the first three months of pregnancy can affect organ development or cause spontaneous abortion. Continued abuse may affect the baby's brain growth and weight gain or cause premature delivery. The following are substances most commonly abused during pregnancy with their associated risks to the mother and baby.

COCAINE

Cocaine (or "crack") is among the most dangerous drugs to unborn babies and can cause stroke and death to the fetus. Recent studies indicate that in large urban areas as many as one in ten babies may have been exposed to prenatal cocaine use. During the first three months of pregnancy, cocaine increases the risk of spontaneous abortion. During the last three months, increased fetal movements, abruptio placentae and increased blood pressure and heart rate may occur. Intravenous cocaine abuse increases the risk of exposure to the AIDS virus. The newborn experiences withdrawal symptoms, and has an increased risk of Sudden Infant Death Syndrome, otherwise known as crib death.

ALCOHOL

National surveys indicate that 34 million women of child-bearing age consume alcoholic beverages. The Surgeon General states that there is no safe amount of liquor for a pregnant or nursing mother to consume. Effects of alcohol on the pregnant woman include malnutrition, increased risk of spontaneous abortion and increased rate of stillbirth. Effects on the baby include Fetal Alcohol Syndrome (FAS), low birth weight, small head size, congenital malformations, withdrawal symptoms, and behavioral problems, with possible mild to moderate mental retardation.

HEROIN & OTHER NARCOTICS

Problems due to heroin and other narcotics for the pregnant woman include hepatitis both acute and chronic, endocarditis, spontaneous abortion, stillbirth and increased risk of contact with the AIDS virus if the substance is used intravenously. Problems for the infant include low birth weight and length, small head size, difficulty responding to the human voice and touch, withdrawal symptoms, and increased risk of SIDS.

MARIJUANA

Problems for the newborn associated with marijuana use include low birth weight, withdrawal symptoms and increased risk of SIDS.

TOBACCO

An estimated 18 million women of child-bearing age in the United States are smokers. Smoking by the mother and second-hand smoke from other smokers can have detrimental health impacts for unborn babies, including an increased risk of miscarriage, babies with low birth weights and respiratory difficulties.

not been adequately trained to meet their special needs. These babies may be shifted from home to home, preventing the formation of necessary attachments and forcing adaptation to different caregiving patterns.

Harsh and unsettling experiences in early childhood compounded by the neurological deficits caused by prenatal drug exposure can establish a pattern of behavior that becomes a barrier to learning.

Research at NAPARE cannot predict what drug-exposed children will be like when they are 10 or 15 or 20 years old. However, research does indicate that early intervention for mother, child and family seems to make a difference. These children are not part of a lost generation. They are eager to join others of their age group in going to school, playing Little League, joining the Boy or Girl Scouts — doing the things all children do.

Making a difference

The NAPARE developmental study has found programs like WIC (Women, Infants & Children, Nutrition Education Program), Headstart and Zero to Three can be very important as preschool intervention tools for children and their parents or caregivers. Funding for these programs is becoming scarce when it should be growing. Evidence shows that programs such as these can make a significant difference and are well-accepted in the communities that need them most.

Since the use of any illicit drug or alcohol puts the infant at risk, programs that effectively speak to adolescents and women of child-bearing age about the dangers of drug and alcohol use during pregnancy are very important.

On a management level, clinical and social service programs often duplicate efforts and lack coordination in providing the basic requirements that make treatment successful — food, shelter, transportation, child care and therapy for family members.

Solutions to the problems of drug-exposed children and their impact on schools begin with prevention. More effective programs based on a real understanding of the nature of addiction and what leads women to abuse drugs and alcohol should be offered through schools, WIC and other routes that reach young women and preteens.

Education for professionals, including doctors and teachers, is needed to help them identify and refer or treat the child who has been exposed to drugs, as well as the woman who is a user. "Denial" is not just used by addicts. Many physicians still believe that only low income, minority women are drug or alcohol abusers, but NAPARE's research shows that addicts can be found at all levels of society.

Using special education funds

School systems often deny the existence of drug-exposed children in their district, while teachers beg for training to help the disadvantaged children in their classrooms. NAPARE recently completed a survey of all 50 states to determine if drug-exposed children were being included in the definitions of at-risk children that would make special education funds available under PL 99-457.

Of the 50 states, only five have approved fourth-year funding definitions that include maternal substance abuse as a criterion for eligibility. Eight states report that they are planning to include children exposed to drugs in their definitions. Several states do include this category of children, but with qualifications; four states do not include maternal substance abuse as a condition for funding; and six more states do not address the needs of these children in their draft definitions.

Despite strong evidence that most drug-exposed children are as educable as children with other handicaps and may be able to learn and progress further than first thought, the availability of early intervention will bypass many of them because states are reluctant to include these children in funding programs.

Around the country, a few pilot programs have been designed to develop classroom strategies. Nearly every report of the results indicates that educators strongly caution against labeling drug-exposed children as such. Should a child whose mother used cocaine be forced to go through life with a scarlet "C" on his forehead? Every time a child acts out frustration or has difficulty learning something new, should a teacher say, "Oh, that's a drug child," and not look for another cause? Absolutely not.

Drug-exposed children are more *similar* to other children than they are different. Educators who have worked with these children anticipate mainstreaming most of them, advocating strategies used by special education teachers to deal with behavioral deficits drug-exposed children may possess and display in the classroom.

Seeking solutions

Addressing the problems of drug-exposed children is very complex, and seeking solutions is frustrating. One solution that NAPARE strongly opposes is criminalization. Dragging a woman into court, throwing her into jail, and taking other such punitive measures will only drive women away from treatment and prenatal care. Fear won't cure addiction any more than it will cure poverty, lack of education or illness. It won't make a drug-exposed child better able to handle his emotions or behavior.

An estimated 400,000 to 700,000 children whose mothers used illicit drugs and/or alcohol during pregnancy are being born each year. Intervention programs should be developed that can reach women of childbearing age and younger who are at higher risk for drug and alcohol abuse. Educators can help by joining with other disciplines — social service, medicine, psychotherapy — to strongly support proposals for funding prevention and intervention programs at the local, state and federal levels. With strong support, legislators will feel obliged to allocate funds for children and families. What we spend now in prevention and intervention, we will save later in care and special services.

BY DEBORAH J. JOHNSON AND CAROL K. COLE

Children prenatally exposed to drugs may thrive in a program that addresses their educational needs with special attention and care.

Extraordinary care for extraordinary children

Substance abuse among pregnant and parenting women continues to reach staggering proportions in the United States. As a result, the numbers of infants born prenatally exposed to drugs and alcohol are increasing. Unfortunately, prenatal substance exposure is just one of the factors that may influence the developmental outcome of such "at-risk" children.

The nation as a whole has been bombarded with media reports that call for all out war against "drug babies." At-risk children are the least understood by a system that historically categorizes and labels difficult children — children who may not be able to conform to educational expectations and norms with consistency. At this time of crisis, the educational system continues to ponder these questions:

- What are the educational needs of at-risk children?
- Are teachers adequately prepared to deal with these specialized needs?
- What specific behaviors will these children manifest in the classroom?
- What educational strategies can be effectively utilized in working with at-risk children and their families?

Deborah J. Johnson is a psychiatric social worker with the Los Angeles Unified School District.

Carol K. Cole is a teacher with the Los Angeles Unified School District.

The PED Program

In the fall of 1986, the Los Angeles Unified School District Board of Education initiated the development of a pilot program that would address the educational needs of children prenatally exposed to substances. Receiving district funding from the Division of Special Education, the PED (Prenatally Exposed to Drugs) Program was designed to identify the needs of at-risk children who did not qualify for intensive special education services. In observing and assessing the needs of this growing population, teaching strategies for intervention were developed and implemented by the PED team.

The children served in the PED Program are within the average range of cognitive abilities, but demonstrate mild to moderate developmental delays in speech and language, motor, or socio-emotional skills. Typically, these children do not qualify for intensive special educational services and are at greater risk of "falling between the cracks" in regular school settings.

The PED Program utilizes an interdisciplinary team approach in working with at-risk children and their families. The team consists of special education teachers and teaching assistants, a developmental pediatrician, a psychiatric social worker and a school psychologist. The program also receives support from nursing, speech and language, and adaptive physical education services. Additionally, the parent or caregiver is included as a key figure in the PED Program.

No typical profile

How much, how often, when and in what combination drugs were used during the pregnancy all influence fetal outcome. Prenatal care and individual constitution also impact the outcome. While there is no typical profile of a child prenatally exposed to drugs, there seems to be a developmental continuum of vulnerabilities that persists into the preschool years. Some of these children will be born with clearly recognizable developmental delays; however, a majority of them will look physically intact and appear normal in the acquisition of major developmental milestones during the first three years of life. It is the children who exhibit unpredictable behavioral and learning responses that are most at risk of failure in the regular school setting.

Issues of attachment

One of the fundamental building blocks of all learning — cognitive, emotional and behavioral — is attachment. We know that the behavior of infants prenatally exposed to substances often makes this attachment very difficult for their caregivers. Many are hard to feed, have poor sleeping patterns and are hypersensitive to touch, sound and noise. The infant's ability to self-modulate and to

integrate external stimuli may be irregular and disorganized. Caregivers, particularly if untrained, may unknowingly overstimulate the infant or misread depressed interactive abilities and ignore the infant. As a result, the reciprocity necessary for attachment may be severely compromised.

Issues of attachment continue to be of prime importance during the preschool years. Many children of substance abusing parents have been removed to out-of-home placements. This knee jerk reaction to protect the most helpless victims of the drug/alcohol epidemic has resulted in over 400,000 children living in foster care in the United States.

While it is necessary to protect a child from abuse and neglect, the seriousness of being removed from one's family cannot be overestimated. The child's grief and reaction to separation and loss from family are manifested in behavior. Displaying a full range of behavioral responses, the substance-exposed child may be engaged inappropriately with strangers, showing little discrimination or apprehension. These children may also exhibit an overwhelming sense of pseudo-confidence with minimal regard for adult intervention.

Children who have trusting relationships with primary caregivers are more independent, explore their environment, are socially more competent, and are more willing to follow directions in a school setting. Whether prenatally exposed to substances or not, children who have experienced multiple caregivers and multiple placements have difficulty trusting and making sufficient attachments. An environment that is inconsistent, inadequate or rejecting will foster mistrust, fear, insecurity, apathy and anger in the child.

Disorganization and hypersensitivity

Whether exposed in utero or born addicted, the infant's ability to self-regulate and integrate environmental stimuli may be sporadic and disorganized. This disorganization and hypersensitivity observed in infants may continue to manifest itself in preschool-aged children. Often the ways in which a child may attempt to organize himself — that is, get up and leave the activity, engage in extraneous movement or noise, suck his thumb, rock, etc. — may not be considered appropriate classroom behavior. Complicating the picture is the sporadic nature in which some of these children master skills. They seem to demonstrate the skill one day and not the next, even when the context and cues are the same.

During the preschool years, some of the children may display fine motor difficulties, such as completing puzzles, grasping small objects and using crayons. Some children appear awkward and disoriented when involved in gross motor activities like jumping, running and climbing. Delays in speech and language articulation and processing are apparent for others. It is, however, the impulsivity and inability to focus on classroom tasks, as well as the emotional liability and exaggerated reactions to classroom expectations, that educational staff find most burdensome.

Program approach

To be effective, intervention strategies must attempt to counteract both the prenatal exposure and the postnatal experience of stressful life events. The behavior seen in these children is not just a direct result of the drugs.

Care is taken to view each individual child in the context of his total environment, which includes his school, home and community, rather than in isolation. A primary goal of the program is to promote the child's attachment to an adult in the classroom — someone of the child's own choosing. The child's needs, past experiences and feelings about those experiences are explored. Curricula for the at-risk child must be developmentally appropriate and carefully designed to promote a positive self-concept. Hands-on activities, opportunities for decision making and active problem solving within a nurturing classroom environment can create opportunities for

success and foster competence and motivation for new learning.

These children are more alike than different from their typical peers. Furthermore, they present problems that are not atypical or dissimilar from those seen in other vulnerable, hypersensitive children. They may display a range of developmental deficits and an uneven pattern of early learning, but in spite of an initial biological insult, it is the caretaking environment that will determine the ultimate outcome.

Educating children prenatally exposed to substances is not solely a problem to be addressed by special education programs. Because of both prenatal and postnatal risk factors, this growing population of children has special needs that traditionally have not been addressed in schools. The school, much like a child's home, is a caregiving environment. Staff must recognize the needs of individual children, build protective factors into each classroom and facilitate processes that will foster the full developmental potential of each child.

Consideration should be given to the following factors:

- Respect: Adults must be respectful of children's work and play space.
- Feelings: Feelings are real, important and legitimate. Children behave and misbehave for a reason, even if it cannot be explained.
- Mutual discussion: Talking about behavior and feelings with empathy rather than judgement validates the child's experiences and establishes an accepting environment.
- Play: Adults must actively facilitate children's play activities by helping them extend the complexity and duration of such activities.
- Routines and rituals: Children need a setting that is predictable. Continuity and reliability should be provided through routines and rituals.
- Transition time plans: Transition should be seen as an activity in and of itself with a beginning, middle and end. Teachers should keep this in mind when structuring class time.

Home/school partnership

The partnership between home and school is a critical factor in determining successful outcomes with at-risk children and their families. The nurturing, acceptance, support and respect that the child receives in the PED Program are necessary components of relationship building. These also are necessary factors in the development of trusting relationships with parents/caregivers. Relationship building is a process that strengthens over time as the individuals involved have greater opportunity to test the sincerity and commitment of each other.

Parents/caregivers of at-risk children often feel isolated and frustrated in their role. Just as these children are at risk, so also are their parents or caregivers. The needs of these parent/caregivers have not been universally addressed within the school setting. Their concerns may include developing a better understanding of the effects of prenatal substance abuse, dealing with guilt and social isolation from others, and learning how to access services for their young children within the school and community at large.

Interagency coordination with community resources is a crucial component in working with these vulnerable children and their families. It is not unusual to find a family that is receiving services in a fragmented manner, which increases the chances of unnecessary duplication of service and compromises continuity of care. The PED Program helps to integrate other services the families receive. While not taking on the role of case manager, PED team members support parents and caregivers by taking a proactive role in the management of services provided.

The goals of the PED Program's Home/School Partnership are:

- Increase levels of awareness and understanding about prenatal substance exposure and its effects on the developing child.
- Assist the caregiver in developing better communication skills with the child.
- Provide a vehicle whereby the caregiver can support and interact with other parents of at-risk children.
- Enhance the parent/caregiver's ability to be an effective advocate for the child. Develop the tools that will empower the caregiver.

The PED team makes home visitations on a regular basis. In addition, open communication between the home and school is maintained through frequent telephone contacts, a classroom newsletter and notes. Parents also are encouraged to visit the classroom where the modeling of effective behavioral strategies can be reinforced. Additionally, meetings with parents are an important source of peer support and validation of feelings.

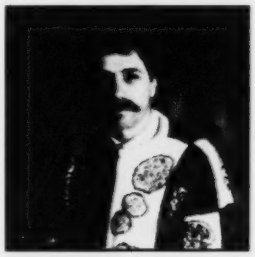
No simple answers

The prognosis of children born prenatally exposed to drugs/alcohol is dependent upon those directly involved with the children and their families. The PED team has an opportunity to see firsthand the strength and resiliency of these infants and children who are struggling to beat the odds. Prenatal substance exposure is not a handicapping condition in and of itself. The primary goal of PED is to discard the labels and focus energies on building successful outcomes with at-risk children and their families. Community attitudes and expectations influence a willingness to make drastic changes in the educational system — changes that will support the needs of educators and ultimately will benefit the educational and emotional development of *all* children.

There are no simple answers. A need exists for all educators to increase their knowledge and understanding and thereby decrease their fears about the substance-exposed child and his family. Anxieties and frustrations can further be reduced by taking a proactive approach, utilizing school-based supports and forming cooperative partnerships with community resources.

School Crisis:

Under Control



Edward James Olmos

"Imagine a gunman invading your school. Or terrorists planting a bomb. Or a classroom of students held hostage. These situations may seem unreal — even impossible.... Every school — urban, rural or suburban — is vulnerable. When will a crisis strike your school? And will you be ready?"

These words, spoken by acclaimed actor Edward James Olmos, combine with news footage of actual school crisis events to provide a compelling introduction to **"School Crisis: Under Control,"** a 25-minute, award-winning documentary on school crisis prevention, preparation, management and resolution sponsored by the National School Safety Center (NSSC).

Appealing not only to educators but also to parents, law enforcers, school security personnel, civic leaders and concerned citizens as well, this informative videotape is designed to help schools and communities prepare for the unexpected. Planning begins with an awareness that disaster can strike anywhere.

The National School Safety Center sponsored a "School Crisis Prevention Practicum," which included educational professionals and representatives from the fields of law, psychology and journalism. The school principals attending the practicum personally had dealt with bombings, murder and terrorism on their campuses.

Their comments and recommendations, learned by living through tragic events at their schools, were filmed and have been incorporated into **"School Crisis: Under Control"** to assist others in designing crisis prevention and response plans. These plans will improve the community's ability to overcome such disasters and also will help schools avoid potential liability.

"School Crisis: Under Control" offers direction on how to increase school security and provides specifics on how to work through a crisis. Topics include outlining staff roles and responsibilities, dealing with the media, providing adequate communication systems and signals, arranging transportation, offering grief counseling and emphasizing a school's safety after the incident.

Host Edward James Olmos is best known for his portrayal of teacher Jaime Escalante in the movie "Stand and Deliver" and his role as Lt. Castillo in the popular television series "Miami Vice."

Both NSSC and Greg Strom, producer and director of the videotape, have received numerous national awards, including an Emmy, for previous documentaries.

"School Crisis: Under Control" is available from NSSC on VHS videotape for $65.

"School Crisis: Under Control" Order Form

$65 covers postage and handling. Price is subject to change without prior notice. Check must accompany order.

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BY LINDA DELAPENHA

Teachers in Hillsborough County, Florida, receive valuable in-service training to help drug-exposed children succeed in regular classroom settings.

New challenges for changing times

Educators face the very serious and immediate question of how to prepare for or actually provide services to children prenatally exposed to drugs. Very little information is available upon which to draw.

Increasing media attention is being paid to the issue of educating children prenatally exposed to drugs, but reports usually focus on children derogatorily labeled as "crack or cocaine babies" and present the most extreme cases as being the norm for this population.

Teacher perceptions

A teacher's perception of the problem is often skewed in one of two ways: either the children are perceived as being unteachable or a majority of the children in the class are perceived as being prenatally exposed to drugs based on behavioral observation. The first statement is the prevailing feeling of teachers who have not received informational in-service presentations, but have relied on the media for information. The latter statement is usually made by a teacher who has either gathered some information on her own or has attended some in-service program.

Examples of characteristics displayed by children prenatally exposed to drugs include behavioral extremes, difficulty handling routine or transition, language delays, difficulty focusing and maintaining attention, and decreased response to verbal directions. In the 4-, 5-, and 6-year-old child, these behaviors are not unique to prenatal drug use; they have existed within classrooms in the past. However, the teacher who begins to learn about the characteristics of children prenatally exposed to drugs may immediately begin to attribute these behaviors to drugs and label these children as "cocaine or crack babies." In order to explore this perception, Hillsborough County conducted research in this area.

A false premise

In the spring of 1990, Hillsborough County's Drug Exposed Children's Committee attempted to identify 4 to 6-year-olds for a longitudinal study using a teacher-developed checklist of behaviors attributed to prenatal drug use. Funding for the study was obtained from the University of South Florida's Institute for Infants, Children and Families At Risk.

Retired social workers and a nurse were contracted to conduct interviews with the caregivers of an entire classroom of children. In order to avoid bias, whole classrooms were designated for caregiver interviews. In reality, it was not possible to accomplish this at a level of 100 percent, but sincere efforts were made to contact all of the caregivers.

During the carefully designed interview, caregivers were asked about drug use during pregnancy. With the inclusion of alcohol, about 10 percent of caregivers validated the use of drugs during pregnancy. However, there was no correlation between "at risk" behaviors on the checklist and prenatal exposure to illegal drugs or alcohol.

The hope that teachers would be able to identify by observation the drug-exposed children in their class was found to be invalid. The children with developmental or behavioral problems had histories ranging from child abuse, parental death, prescription drug use during pregnancy, seizure disorders, and other environmental or health problems that seemed sufficient to cause them to be at risk for school failure. The behavioral and learning characteristics for this 4 to 6-year-old population were not unique to prenatal drug exposure; they had been demonstrated in some degree by a few children in regular and special classrooms for years.

What educators now are seeing in their regular and special education classrooms perhaps is a larger constellation of behaviors in a single child, and more children in general that are at risk of school failure. As the number of at-risk children increases within a classroom and as class sizes escalate, the teacher is less able to cope with individual dif-

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ferences and special needs.

Appropriate teacher training programs can assist educators in focusing their efforts on intervention strategies for at-risk children, rather than dwelling on the need to identify and label prenatal drug exposure in school-age children. Identification is not useful because a sound data base does not exist for making educational plans and predicting outcomes of drug-exposed children.

Concurrent research and programs

Longitudinal research is being carried on at the National Association for Perinatal Research and Education (NAPARE) in Chicago. The children in this study have been followed since the mothers were pregnant, and an experimental group and a control group were identified. These identified children are now turning ages four and five and have been the recipients of intervention services when needed. Significant differences in overall cognitive functioning between the children in the drug-using and control groups have not been found. The children who were prenatally exposed to drugs are scoring within normal limits on standardized tests. Careful evaluation of test results can lend support for further research needs in specific areas, such as language development or fine motor skills, that may be problem areas for some of these children.

At UCLA, Judy Howard's research suggests that such children do poorly in unstructured classroom exploratory situations compared to higher performance on an individual psychological test in a very structured setting. This hypothesis has strong implications for the kind of structure and environment teachers need to provide for drug-exposed children.

The Los Angeles Unified School District has shared observational data obtained from the Prenatally Exposed to Drugs (PED) project for a small number of identified children. One of the most significant findings of the PED program is that the vast majority of the children prenatally exposed to drugs will remain in the regular education program and will not qualify for special education services as young children. The fate of the children who reach middle and upper grades is not yet known. However, if the special learning needs of all young children are not met in developmentally appropriate ways, these children, by default, may qualify for special education services later on and thereby be placed at much greater risk of not completeing high school.

The data presented by the PED project in Los Angeles is corroborated by the "Developing Appropriate Intervention Strategies for Young Children" (DAISY) program in Washington, D.C. After the first year of operation, only one child out of 10 identified was placed in special education. This child has been mainstreamed back into the regular education program for part of the day. In each class of fifteen children, only five have been identified as being prenatally exposed to drugs or other health risks, including lead paint exposure.

Grant provides training nationwide

As a result of research and preparation in developing the in-service education program in Hillsborough County, the Drug Exposed Children's Committee concluded that teachers must assume that at-risk children already are in their classrooms. Teachers must begin to make necessary adjustments in classroom structure and strategies.

Individual identification of these students is not necessary because the knowledge base for intervention has not been developed. Children prenatally exposed to drugs do not qualify for special education services, except for possibly 15 percent who will be identified early because of physical, cognitive and behavioral deficits. Retrospective interviews regarding drug use during pregnancy are not always accurate. If research is being conducted or if services are being offered to the family, then activities to document positive identification or prenatal drug exposure may be warranted if the information is kept confidential. Labeling is not in the best interest of the child because it evokes stereotypical thinking and reduced performance expectations.

Hillsborough County School District is actively training classroom teachers to be more effective with young children prenatally exposed to drugs. Because of their leadership, the Hillsborough County Schools' Drug Exposed Children's Committee, in conjunction with the Hillsborough Education Partnership Foundation, received a two-year grant for over $300,000 from the Robert Wood Johnson Foundation .

This grant will enable the committee to develop the materials necessary for the in-service course and training to be provided on a national scale. School districts will select individuals who are willing to attend a two-day course where they will be trained as facilitators for teachers in their own districts. For regions that identify 25 to 30 facilitators, the grant will provide training in their area and cover facilitator's travel expense to the training site. Training also will be available in Tampa for school districts that have a small number of people identified as facilitators and choose to send them to Florida.

Classroom strategies

"Strategies for Teaching Young Children At Risk and/or Prenatally Exposed to Drugs," the in-service course for teachers, is designed to cover 18 hours of instruction over a six-week period. Homework is assigned at each session, including preparation of materials for the next make-and take segment, reading of journal articles, and checklists to be completed by the participant. The first session is devoted to an overview of prenatal drug exposure.

Certain underlying principles govern the concepts taught in the course, as well as the activities selected and the materials constructed for use in the classroom. The first of these principles involves the classroom environment. The at-risk child requires more structure and clarification within the environment than do other children. All children, however, are

more successful, particularly at the beginning of the year, if their environment is constant and clear. Teachers are encouraged to analyze their room arrangements and to label specific items in the room.

Next, children at risk need a classroom setting that is predictable. A child's ability to predict and anticipate the order of daily activities reduces anxiety. Through scheduling and routines, a child can develop self-control and organizational patterns and experience success in the classroom. During the actual in-service, participants construct schedules to be used in their own classrooms.

In the fourth class session, the teacher learns to assist the children in using the classroom environment properly and in learning how to establish positive relationships with parents and caregivers. The session stresses using visual cues, teaching organizational strategies and structuring transition times carefully.

The fifth session focuses on the social-emotional development of the young child using the principle that children need to be taught appropriate social skills through play and planned activities to encourage the development of a positive self-image. Personalizing the classroom creates a sense of belonging and paves the way for sharing. Providing opportunities to verbally express feelings helps the behavior and language development of a child.

The final class session addresses two areas of particular difficulty for some children prenatally exposed to drugs: motor and language skill development. At-risk children benefit from learning language through motor skills. All young children learn through activity and play experiences and benefit from this teaching approach, but for certain at-risk children, it is a necessity. Teachers must review normal developmental patterns for fine motor, gross motor, speech articulation and language development to assess a child's curriculum needs and adapt a program accordingly. Success experiences are essential for at-risk children.

The "Strategies" in-service course does not address specific curricula because many excellent, appropriate, early childhood programs are available. As long as a curriculum meets the National Association for Education of Young Children guidelines for developmentally appropriate practice, the strategies presented in the course will assist the teacher in being more successful in the classroom.

Although some primary teachers take the course, the in-service training is not designed for these grades. Curriculum expectations, particularly for first grade, can be developmentally inappropriate. Six-year-olds still need opportunities to move about the classroom and use manipulative materials, especially in mathematics. They also need to have allowances made for immature fine motor development, such as handwriting skills. Typically, first-grade classes do not offer these opportunities. DECC plans to either add adaptations to the original class for primary teachers or develop a parallel in-service course.

At the end of each "Strategies" course, the instructor asks for an evaluation designed to improve the scope of the course and to elicit constructive comments. Overwhelmingly, the participants have indicated that they feel more prepared to work with at-risk children and would recommend the course to a colleague. Participants that are not classroom-based teachers are given an opportunity to indicate how they will use the knowledge and materials. From their comments, it appears that these participants also find the course to be of value and will share the information and materials with other teachers.

Informal discussion with school administrators and other class participants indicates that they have provided in-service for faculty at their schools, circulated written information to others or established a resource file for school use. Classroom observations of teachers who have taken the class show that a variety of strategies are successfully being used. Creative adaptations of ideas from the class are often photographed for inclusion in subsequent sessions.

Training schedule

National dissemination of the "Strategies" course will begin in Bridgeport, Connecticut, at the end of February, 1992. Training in Tampa is being planned for the month of March or April in 1992. Teachers or school district personnel who are interested in receiving training through this grant program should send their request for information to Linda Delapenha, M.A., NCSP, Supervisor, Primary Diagnostic Services, 411 E. Henderson Avenue, Tampa, FL 33602, 813/272-4562.

Resource Information

Intervention Program for Handicapped Children
Division of Child Development
Department of Pediatrics
University of California,
Los Angeles
23-10 Rehabilitation Center
1000 Veteran Avenue
Los Angeles, CA 90024
213/825-4821

Sophia T. Salvin School
Division of Special Education
Prenatally Exposed to Drugs
(PED) Program
Los Angeles Unified
School District
1925 Budlong Avenue
Los Angeles, CA 90007
213/731-0703

National Association for Perinatal Addiction Research and Education (NAPARE)
11 E. Hubbard Street, Suite 200
Chicago, IL 60611.
312/329-2512

Project DAISY
Rudolph Elementary Annex
2nd and Hamilton Street, N.W.,
Washington, D.C. 20011.
202/576-6937

BY JUDY HOWARD

Educators need to be aware of the environmental and biological factors that affect both the behavior of drug-exposed children and their chances for success.

Developing strategies for educational success

Prenatal substance exposure is receiving increased attention now that large numbers of children who were exposed to drugs and/or alcohol in utero are entering our educational systems. However, prenatal substance abuse is not a new concern. As early as 1976, the National Institute on Drug Abuse published the results of a symposium on comprehensive health care for addicted families and their children.[1]

Some of the leading researchers working with chemically dependent women and their children presented at that symposium, and their closing remarks reflected the following considerations: infant mortality and parental problems are high in this population; incidence of obstetrical and medical complications in women who abuse substances during pregnancy is increasing; and the rate of low-birth-weight infants among prenatally substance-exposed neonates is high.

During the 1970s, when professionals working with chemically dependent families were beginning to clinically document the behavioral characteristics of children who had been exposed prenatally to drugs, heroin was the primary substance of abuse. In the 1980s , cocaine became the predominant drug of choice, usually used in combination with other substances, including marijuana, alcohol, methamphetamine, phencyclidine (PCP) and sedatives. In the current decade, heroin once again is regaining popularity, while cocaine use may be on the wane. Despite the vicissitudes of drug abuse patterns, the observations of researchers working twenty years ago remain relevant today.

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Developmental patterns

Not all children who have been prenatally exposed to drugs and/or alcohol experience abnormal perinatal events or problems with long-term development, but there is strong evidence for the existence of a continuum of reproductive casualty ranging from spontaneous abortion and fetal death to prematurity, intrauterine growth retardation, mental retardation, learning problems and normalcy. In 1985, one researcher noted that some children of mothers on methadone demonstrated no long-term effects. Due to abnormal developmental scores evident in children to 84 months of age and a higher incidence of referrals for behavioral and academic problems, the prognosis for other methadone-exposed children was guarded.[2] Resiliency does occur. However, researchers today do not yet have the expertise to determine why some children are spared and why others are not.

When addressing the issue of long-term development in children whose parents use drugs, it is essential to consider the interplay between biological and environmental factors that influence observed behaviors. It is clear that long-term developmental patterns of behavior are influenced by household activities. The instability, disorganization and emotional upheaval associated with the chemically dependent life-style alone place a child at risk for developmental difficulties. Thus, within the average school or pediatric clinic population, it is difficult to differentiate conclusively between those specific behaviors in drug-affected children that may be attributed to environmental influences and those that stem from biological causes.

Within a research environment, the use of control groups makes biological and environmental influences more easily disentangled than in a clinical environment. In one study, for instance, toddlers who were exposed prenatally to heroin and methadone had overall scores within the normal range, although in terms of behavior they were found to be highly energetic, active, talkative and quite reactive to sensory stimulation. Additionally, although they appeared to be very interested in toys and objects as well as in people, their overall persistence, goal-directedness and attention spans seemed rather brief. During play, these children appeared immature and

often mouthed and banged toys rather than demonstrating more complex manipulation and constructive play.[3] In 1985, in a further study examining the long-term effects of prenatal methadone and polysubstance exposure, 24-month-old children seemed to have particular difficulty with tasks that were highly structured or involved verbal instructions.[4] In both of these cases, the drug-exposed children's behavior differed from that of children who had not been prenatally substance-exposed.

Observing children at play

At the University of California, Los Angeles (UCLA), a team of researchers has had findings similar to those described above. In order to describe children's play behaviors in situations where there is no adult supervision, researchers videotaped a group of toddlers who had experienced uncomplicated births and who had been exposed prenatally to heroin, methadone, cocaine, amphetamine and/or PCP. The activities of these children were compared to those of a group of preterm toddlers who had not been exposed to drugs, who had weighed less than 1500 grams at birth, and who had been respirator-dependent.

The preterm toddlers were observed to play purposefully with dolls, baby bottles, beds, trucks, pots and pans, etc., organizing their play into meaningful patterns of interaction (e.g., they pretended to cook with the pots and pans and "fed" themselves and the baby dolls). In contrast, the toddlers who had been prenatally exposed to drugs showed practically no organized play behavior and frequently mouthed or threw the toys in a purposeless fashion. Among the prenatally substance-exposed children, those youngsters who were living in organized, supportive and nurturing environments scored better on the play measure than those living in chaotic households, although they still scored lower than children in the non-drug-exposed control group.[5]

Little research exists to describe developmental patterns in older prenatally substance-exposed children. Those studies that have been published tend to be clinical reports, from which we cannot infer biologic versus environmental causes. For instance, a 1979 report concerning the activities of a group of preschoolers who had been prenatally exposed to heroin showed that these children demonstrated uncontrollable tempers, impulsiveness, poor self-confidence, aggressiveness, and difficulty in making and keeping friends. Still, the children's overall performance was within the normal range according to standardized assessment measures.[6] Although this report does not discern specific etiologies for these developmental features, the descriptions alone can be useful in that they enable the reader to draw inferences about educational strategies that have proven useful to foster learning in other children with similar behavioral patterns.

The late childhood and adolescent behaviors of children exposed prenatally to drugs have not yet been documented. However, one major ongoing longitudinal study examining the behaviors of adolescents exposed prenatally to alcohol and living in middle class homes may provide a possible scenario. The research team reports that many of these children display learning problems in school, short attention spans, impulsiveness and poor socialization.[7]

When addressing the issue of long-term development in children whose parents use drugs, it is essential to consider the interplay between biological and environmental factors that influence observed behaviors.

Assessment and intervention

The presence of substance abuse within a family setting triggers a complex interplay among biological and environmental factors that presents professionals with a multitude of difficult issues requiring assessment and intervention. Health and mental health care providers, social workers, educators, drug treatment counselors, and in some cases, child protective services workers and the family court system need to collaborate in order to promote a healthy, nurturing family unit.

The assessment process for children who reside in chemically dependent households is similar to that for all at-risk children, with the added factor of knowledge about addiction. Four areas need to be addressed: the parent, the environment, involved agencies and the child himself.

The parent

It is reasonable to assume that a parent who abuses substances during the pregnancy period is chemically dependent. It is also reasonable to consider addiction to be a chronic, relapsing health disorder. In order to assess chemically dependent parents' abilities to participate in ongoing educational planning for their children, educators should work in conjunction with health care providers, social workers, drug treatment counselors, and other involved professionals. Together they must gain familiarity with the parents' current drug treatment and general health status, acceptance of parental responsibility, expectations for their children and the family's current living situation.

With such knowledge, educators will be able to be appropriately supportive of parents, adjust their expectations of these parents' role in the educational process, identify other family members who may be able to function as ongoing advocates for the children, and move forward to implement educational programs that take into account the limitations as well as the strengths of the individual family environment.

The environment

If a child lives in a household where the responsible caregiver is chemically dependent, professionals need information about any conditions within the home that can interfere with the child's safety, health and development. These are critical areas of assessment; a lack of information can greatly impede any efforts on the part of educators to provide a motivating school environment. Once it has been determined that a child is living within a safe home environment and is receiving appropriate health care, assessment efforts can begin to focus on the child's developmental strengths and problem areas.

A home visit by professionals providing services to the family is essential to provide information about the living environment. In the absence of a school-based team that visits families within their homes, an interagency agreement among the educational system, public health, child protective services, drug treatment programs and health care providers can ensure that educators receive this critical information. Confidentiality issues among agencies can be addressed by means of informed consents, although interagency coordination of efforts is essential if this transfer of information is to be effective.

As the school system readies itself to educate a particular child, educational professionals need to have information about family supports, community relationships, and the health status and school attendance of other children in the home. This information will familiarize the educators with family functioning and other sources of support that may be called upon to promote educational activities within the home.

For children who are placed in kinship care or in foster homes, additional special issues must be taken into account. Once again, professionals working with a family need to explore information about the caregiver's expectations of the child and cultivate his interest in working with the various agencies involved. Furthermore, prospective changes in the child's placement status also can affect the learning process. For instance, if the educator is familiar with the relationship between the relative caregiver or foster family and the biological parent, then he can inform and collaborate with both sets of caregivers in following through with the child's educational plan.

Involved agencies

Frequently, children who are identified as having been exposed prenatally to drugs may be involved with a range of community systems, including developmental disabilities programs, Head Start, child protective services, public health, the courts and other agencies. If school personnel are aware of a child's various experiences in connection with such programs, they can bring this relevant information into sensitive day-to-day conversations with the youngster. By conversing about what is happening in the child's own life, a teacher can offer a child opportunities to talk about things that may be bothering him, as well as reassure the child that the teachers are interested in what is happening to him.

The child

While professionals need to be wary of labeling in order to avoid stigmatizing children and families, it is critical that educators and other service providers have background information about children residing in chemically dependent families. This information should be used constructively to develop intervention plans that address family needs. For instance, if a chemically dependent parent is on a binge of drug use, and leaves his children unattended for an extended period of time, the children are placed outside of the parental home.

An awareness of the serious and all-consuming nature of addiction can help the professional to respond in an understanding and compassionate way, rather than with anger or criticism. This, in turn, can help the professional begin to be appropriately supportive to the child, the parent substitute and the birth parent who needs treatment for chemical dependency. Further, in cases of prenatal substance exposure, by ignoring the fact that drug exposure in utero has occurred and may have influenced the biological development of organ systems, professionals may overlook necessary interventions that would foster optimal development.

In assessing the prenatally substance-exposed child, educators need to secure the same background information about a child's health and health care needs that they would obtain for any student. Evaluating children's developmental strengths and problem areas is something that professionals have been doing for many years.

Standardized measures that evaluate a child's cognitive development are useful. This type of evaluation provides information about how a child responds to time limitations and *structured* situations. In addition, it has become clear that evaluation must capture each child's abilities and problems in time-limited but *unstructured* activities. Whether a child has been exposed prenatally to alcohol and/or drugs is not the issue that determines his educational plan. What is important is a child's ability to organize his thoughts, communicate and interact in a meaningful fashion with learning materials and other persons.

Educational strategies

In order to develop effective educational strategies for children who were prenatally exposed to drugs and/or who have chemically dependent parents, pilot programs have been useful in identifying the children's evolving developmental patterns, ways in which the educational system can work effectively with chemically dependent families, and staffing patterns that address the child's needs within the school setting, as well as at home.

Chemically dependent families present unique challenges to the educational, health care, mental health and social services systems. Since 1985, when the cocaine epidemic became apparent, increased numbers of addicted parents

have entered these various systems. In order to institute effective programs to serve the educational needs of children residing in these families, it seems advisable for communities first to develop pilot programs that serve small numbers of families. As successful strategies emerge, the educational system will be able to implement these interventions on a larger scale.

Depending upon the circumstances within an individual community, these programs will vary. Some may provide services that address the common educational needs of children residing in chemically dependent and non-drug-using families, while others may collaborate with drug treatment agencies in providing concurrent services to children and parents.

Whatever the intervention approach, the goal is to promote self-esteem, learning and educational achievement for the children, as well as to help encourage these parents to seek treatment for their chemical dependency.

Endnotes

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5. C. Rodning, L. Beckwith, and J. Howard, "Characteristics of Attachment Organization and Play Organization in Prenatally Drug-Exposed Toddlers," *Development and Psychopathology* 1, 1989.
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Crack cocaine's effect on fetal development

When a pregnant woman uses crack cocaine, the drug will effect the fetus for hours, even days, after the mother's high has ended because the fetal liver cannot metabolize the drug quickly. The following are ways the drug can harm a fetus.

Circulatory system
Both the mother and baby's blood vessels constrict almost immediately after crack enters the body. As a result, the mother cannot deliver the requisite amount of blood to the fetus, retarding its growth because it does not get enough oxyten and nutrients. That shortage also can cause birth defects such as perforations in the lungs, irregular heart rate and a truncated intestinal tract.

The placenta
The sudden and intense blood vessel constriction can cause the placenta, which is primarily composed of veins, to tear away prematurely from the wall of the uterus. This explains why so many crack-affected babies are born prematurely.

The brain
Brain cells can atrophy and eventually die when denied oxygen for more than a brief period.

And because delicate brain tissue is not regenerative, a loss in brain cells can result in emotional, behavioral or learning disabilities. As cells die, they leave behind tiny cavities that in X-rays look like holes in the brain. These porencephalic cysts can cause problems that might remain hidden for months, possibly years. The location of these cysts determines which of the functions is most affected.

Cocaine use can also bring on a stroke in the unborn child.

Central nervous system
Cocaine stimulates nerves throughout the body, prompting the release of a chemical called dopamine, which carries messages about pleasure, alertness and motor functions.

However, cocaine inhibits dopamine's ability to act as a neurotransmitter. Normally, dopamine absorbs electrical impulses from one nerve cell, and then ferries them across the tiny gaps in the series of neural pathways to the next nerve ending. The dopamine then makes a return trip carrying messages about pleasure and motor functions. But cocaine inhibits the dopamine's ability to reach back to previous nerves. This blockage causes dopamine to accumulate in the gap between nerve cells and overstimulate the nerves. Because the fetal liver cannot quickly neutralize the drug, the baby's nerves are over-stimulated for such a long period that nerve endings can become damaged.

Source: "Crack's Children." The Wasington Post, *June 30, 1991.*

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NSSC Publications

The National School Safety Center (NSSC) serves as a national clearinghouse for school safety programs and activities related to campus security, school law, community relations, student discipline and attendance, and the prevention of drug abuse, gangs, weapons and bullying in schools.

NSSC's primary objective is to focus national attention on the importance of providing safe and effective schools. The following publications have been produced to promote this effort.

School Safety News Service includes three symposium editions of *School Safety*, newsjournal of the National School Safety Center, and six issues of *School Safety Update*. These publications feature the insight of prominant professionals on issues related to school safety, including student discipline, security, attendance, dropouts, youth suicide, character education and substance abuse. NSSC's News Service reports on effective school safety programs, updates on legal and legislative issues, and reviews new literature on school safety issues. Contributors include accomplished local practitioners and nationally recognized experts and officials. ($119.00 annual subscription.)

School Safety Check Book (1990) is NSSC's most comprehensive text on crime and violence prevention in schools. The volume is divided into sections on school climate and discipline, school attendance, personal safety and school security. Geared for the hands-on practitioner, each section includes a review of the problems and prevention strategies. Useful charts, surveys and tables, as well as write-ups on a wide variety of model programs, are included. Each chapter also has a comprehensive bibliography of additional resources. 219 pages. ($12.00)

Set Straight on Bullies (1989) examines the myths and realities about schoolyard bullying. Changing attitudes about the seriousness of the problem are stressed. It studies the characteristics of bullies and bullying victims. And, most importantly, it provides strategies for educators, parents and students to better prevent and respond to schoolyard bullying. Sample student and adult surveys are included. 89 pages. ($10.00)

Child Safety Curriculum Standards (1991) helps prevent child victimization by assisting youth-serving professionals in teaching children how to protect themselves. Sample strategies that can be integrated into existing curricula or used as a starting point for developing a more extensive curriculum are given for both elementary and secondary schools. The age-appropriate standards deal with the topics of substance abuse, teen parenting, suicide, gangs, weapons, bullying, runaways, rape, sexually transmitted diseases, child abuse, parental abductions, stranger abductions and latchkey children. Each of the 13 chapters include summaries, standards, strategies and additional resources for each grade level. 353 pages. ($75.00)

Right to Safe Schools: A Newly Recognized Inalienable Right (1983) is a detailed, fully annotated explanation of the safe schools provision of the California state constitution and its many implications. 20 pages. ($3.00)

Gangs in Schools: Breaking Up Is Hard to Do (1988) offers an introduction to youth gangs, providing the latest information on the various types of gangs — including ethnic gangs, stoner groups and satanic cults — as well as giving practical advice on preventing or reducing gang encroachment on schools. Already in its seventh printing, the book contains valuable suggestions from law enforcers, school principals, prosecutors and other experts on gangs. The concluding chapter describes more than 20 school- and community-based programs throughout the country that have been successful in combating gangs. 48 pages. ($4.00)

School Crime and Violence: Victims' Rights (1986) is a current and comprehensive text on school safety law. The book offers a historical overview of victims' rights, describes how it has been dealt with in our laws and courts, and explains its effect on America's schools. The authors cite legal case histories and cover current school liability laws. The book explains tort liability, sovereign immunity, duty-at-large rule, intervening cause doctrine and foreseeable criminal activity, as well as addressing their significance to schools. The concluding chapter includes a "Checklist for Providing Safe Schools." 106 pages. ($16.00)

Educated Public Relations: School Safety 101 (1986) offers a quick course in public relations for school district public relations directors, administrators and others working to achieve safe, effective schools. The book explains the theory of public relations and successful methods for integrating people and ideas. It discusses how public relations programs can promote safe schools and quality education and gives 101 specific ideas and strategies to achieve this goal. The text includes a special chapter by Edward L. Bernays, considered by many as the father of contemporary public relations, which updates his classic work *The Engineering of Consent*. 72 pages. ($7.00)

The Need To Know: Juvenile Record Sharing (1989) deals with the confidentiality of student records and why teachers, counselors, school administrators, police, probation officers, prosecutors, the courts and other professionals who work with juvenile offenders need to know and be able to share information contained in juvenile records. When information is shared appropriately, improved strategies for responding to serious juvenile offenders, and for improving public safety, can be developed. The second part of the book reviews the legal statutes of each state, outlining which agencies and individuals are permitted access to various juvenile records and how access may be obtained. A model juvenile records code and sample forms to be used by agencies in facilitating juvenile record sharing also are included. 88 pages. ($12.00)

Points of view or opinions are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice, U.S. Department of Education or Pepperdine University. Prices subject ot change without prior notification.

Resource Papers

The National School Safety Center (NSSC) has produced a series of special reports on a variety of topics related to school safety. Each NSSC Resource Paper provides a concise but comprehensive overview of the problem, covers a number of prevention and intervention strategies, and includes a list of organizations, related publications, and article reprints on the topic.

Safe Schools Overview offers a review of the contemporary safety issues facing today's schools, such as crime and violence, discipline, bullying, drug/alcohol trafficking and abuse, gangs, high dropout rates, and school safety partnerships.

Alternative Schools for Disruptive Youth thoroughly covers the historical background of alternative schools and the academic research that has been done on their effectiveness.

Corporal Punishment in Schools outlines the arguments for and against corporal punishment. It also discusses the alternatives to corporal punishment that have been developed by schools and psychologists.

Drug Traffic and Abuse in Schools, after summarizing students' attitudes and beliefs about drugs, covers drug laws and school rules; the legal aspects of student searches and drug testing; and the connection between drug use and truancy, crime and violence.

Weapons in Schools outlines a number of ways to detect weapons on campus, including using searches and metal detectors, establishing a security force, and eliminating book bags or lockers where weapons can be hidden.

Role Models, Sports and Youth covers a number of programs that link youth and sports, including NSSC's urban school safety campaign that uses professional athletes as spokesmen; several organizations founded by professional athletes to help youth combat drugs; and a number of programs established to get young people involved in school or neighborhood teams.

School Bullying and Victimization defines bullying, offers an overview of psychological theories about how bullies develop, and covers intervention programs that have been successful.

School Crisis Prevention and Response identifies principles and practices that promote safer campuses. Reviews of serious schools crises — fatal shootings, a terrorist bombing, armed intruders and cluster suicide. Interviews with the principals in charge also are included.

Student and Staff Victimization, after outlining schools' responsibility to provide a safe educational environment, covers strategies for dealing with victimization.

Student Searches and the Law examines recent court cases concerning student searches, including locker searches, strip searches, searches by probation officers, drug testing, and searches using metal detectors or drug-sniffing dogs.

Increasing Student Attendance, after outlining the problem and providing supporting statistics, details strategies to increase attendance by preventing, intervening with and responding to students who become truants or dropouts.

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"Join a team, not a gang!" (1989) — Kevin Mitchell, home run leader with the San Francisco Giants.

"Make peer pressure a challenge, not an excuse!" (1989) — Washington Bullets Manute Bol (7'6") and Tyrone "Muggsy" Bogues (5'4"), the tallest and shortest players in NBA history.

"The Fridge says 'bullying is uncool!'" (1988) — William "The Fridge" Perry, defensive lineman for the Chicago Bears.

"Facades..." (1987) — A set of two, 22-by-17-inch full-color posters produced and distributed to complement a series of drug-free schools TV public service announcements sponsored by NSSC.

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BY R. JONES, C. MCCULLOUGH AND M. DEWOODY

The child welfare system is being called upon to address the increasingly complex and multiple needs of chemically dependent families.

Responding to obscure needs

While exact numbers are elusive, child welfare providers have no doubt that they are now confronting increasing numbers of children affected by both prenatal alcohol and other drug exposure and/or by devastating postnatal environmental factors related to parental chemical involvement. Many of these children have lived in homes and communities permeated by drugs, been subjected to varying degrees of parental abuse or neglect, and suffered unintentional trauma at the hands of the system designated to protect them.

If the worst case scenario holds true, by the year 2000, there may be as many as four million cocaine-exposed children in the United States. And, of course, cocaine is not the only drug to which children are exposed. Alcohol continues to pose a substantial developmental threat to prenatally exposed children and brings chaos and disruption into the families of an alcohol-dependent adult.

Even though drug abuse cuts across all socio-economic, racial and cultural lines, children and families hardest hit by the drug epidemic are disproportionately found in impoverished, minority communities. The child welfare system is increasingly called upon to address their complex, interwoven, multiple needs.

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Problems for the child welfare system

While it is difficult to establish a causal relationship, alcohol and other drug use has become the dominant characteristic in child protective services (CPS) caseloads in 22 States and the District of Columbia. Overall, it is estimated that between 50 and 80 percent of all confirmed child abuse cases and three-quarters of the child fatalities at the hands of parents known to the child welfare system involve some degree of alcohol and other drug use. The younger the child, the higher the risk. A study examining case records in Boston found that 64 percent of substantiated child abuse and neglect involved parental alcohol and/or other drug abuse; but when the child was less than a year old, substance abuse was involved in 89 percent of the cases.

The increase in CPS referrals, the complexity of CPS cases, the lack of family support services, as well as the lack of community alcohol and other drug treatment and aftercare resources, have resulted in more children needing out-of-home care. Most of the increase has been experienced in communities hardest hit by crack cocaine. Drug-exposed infants, toddlers and preschoolers endangered by chemically involved parents are the fastest growing foster care population.

In 1980, for example, only 19 percent of all foster children were under the age of 5 years. Today, approximately 50 percent of children in care are under five. It is not known how many of these children have been prenatally exposed to alcohol and other drugs, but we do know that parental drug involvement is a primary reason that these children are entering the child welfare system. It has been estimated that as many as 80 percent of all identified drug-exposed infants of untreated chemically dependent mothers will be placed in foster care during their first year of life.

In addition to the surge in the numbers of drug-exposed children entering foster care, the children who enter care are staying longer. Hard data are lacking to definitively establish the reason for this trend. In the 1970s, research studies found that children of alcohol- or other drug-involved parents were in foster care longer than any population. They were moved from one placement to another more frequently and were less likely to return home to parents. Planning for them was more difficult, in large part because of their parent's inability to become an active participant in the planning process.

The multiple roles of child welfare

The child welfare system, of which child protective services is one part, has broad responsibilities. In addition to investigating abuse and neglect reports and making initial custody recommendations, child welfare agencies and CPS workers are charged with providing support and crisis services to families at risk of maltreatment or disruption; providing a range of substitute care options for children who cannot be protected in their own homes; finding or providing case management services for children in foster care; attempting to reunite children with families; and establishing a permanent plan for a child when reunification is not possible or advisable.

In many states, the multiple, non-investigative services have been jeopardized by the demands being placed on child protective services. Child welfare must attempt to address the needs of chemically dependent parents, assess the threat chemical dependency poses to the safety and welfare of the young child, and intervene to protect the child when chemical dependency or other dysfunctional parental behavior endangers the child.

After intervening to ensure the safety of the child, child welfare must attempt to "undo" the physical, mental and developmental problems that affect young children who have been prenatally or environmentally exposed to alcohol and other drugs. Child welfare must also intervene on behalf of the family and attempt to repair the dysfunctional patterns that contributed to child maltreatment, including chemical dependency. In the initial stages of chemical dependency, children may be neglected in pursuit of drug-related activities, but not at imminent risk of harm. At this early stage, when an intervention has the greatest potential of success, the child welfare system has few resources available to strengthen or support the family.

The child welfare system confronts children of all ages from a diversity of racial, ethnic and cultural backgrounds, with multiple physical, emotional, social, medical and developmental difficulties. It includes parents who engage in different patterns of substance use, for varying periods of time, with different consequences for their lives and the lives of their children. In the face of this incredible diversity, child welfare must draw on the limited research available to develop strategies that will effectively protect and meet the needs of *all* children referred to the system. The decisions made must take place within the parameters of a legal mandate.

Re-examining the legal mandate

The current child welfare law, P.L. 96-272, The Adoption Assistance Act of 1980, governs child welfare practice and presents particular challenges when a drug-involved child or family enters the system.

P.L. 96-272 dramatically altered the child welfare system. For the first time, agencies were mandated to focus on the broader needs of the child within the family rather than more narrowly on the safety of the child. Underlying the law were assumptions that children grow best in their own families and that most families, given enough support, can be preserved.

State child welfare agencies are mandated to make "reasonable efforts" to prevent a child's placement in foster care as well as "reasonable efforts" to reunite the family during specified time periods if foster care is necessary. The juvenile courts are required to determine whether the agency has made such efforts. In addition to this federal law, many states have passed their own legislation defining "reasonable efforts."

Agency policies and practices have advanced during the past decade to benefit many children and families. Families previously thought to be hopeless responded to a host of new family support services. Through intensive efforts, caseworkers succeeded in keeping at-risk children in their homes. Fewer children were referred unnecessarily to foster care or allowed to drift aimlessly from one placement to another. The numbers of children in foster care were gradually but steadily decreasing.

With crack, however, the situation has radically changed. Critics now argue that the system no longer meets the needs of chemically exposed infants or toddlers and young children at risk of abuse by chemically dependent parents. The child welfare system and the courts continue to struggle to keep highly dysfunctional families intact while attempting to minimize the risk of harm to the child.

An assessment between the requirements of P.L. 96-272 and the needs of drug-exposed children requires focus on the child's physical, emotional, cognitive and social development. Inevitably, tensions rise between those who advocate family preservation and those who advocate reduced barriers to foster care and adoption in order to facilitate permanent homes and stable environments. The overriding determinant must be the child's best interest, and the challenge with drug-exposed toddlers and preschoolers is to determine exactly what that means.

Additional questions

The reality of unavailability or ineffectiveness of drug treatment, combined with the uneven path of recovery from addiction, raises additional questions for child welfare. Parents are often mandated to receive alcohol or other drug treatment in order to retain or regain custody of their children. This court-imposed requirement is often made in the absence of available, suitable treatment services. A 1989 study determined that in 44 states and the District of Columbia, at least 66,766 persons were on waiting lists for drug treatment programs, and half of those persons had been waiting at least 30 days.

Even if the parent is able to overcome the access barriers, long-term residential treatment is often required, which may mean an extended stay for the child in substitute care. During this time, inadequate attention is given to maintaining or fostering the tenuous mother/child bond. For the toddler or preschooler,

these are developmentally sensitive years.

There is little information as to what constitutes an effective drug treatment program. For the heavily addicted or chronic crack user, traditional treatment models have met with limited success. Studies have shown that even after completing treatment, only about 25 percent of crack addicts are able to remain drug free six months after discharge.

What are the implications of these realities for a system charged with developing a permanent plan for a child within specified timeframes? How long should the toddler be required to wait for the parent to become capable of parenting? Again, the child welfare system asks, what are the developmental needs of the child, and how can they best be met?

Realities of parental addiction

A chemically dependent parent behaves in ways that are in contrast with what we know is good for a child's healthy development. As one researcher has noted, drugs may essentially "destroy the parent's ability to be a parent."

Children entering the child welfare system come from "high need, low resource" families. High need refers not only to the family's need for services but also to the impairments from which the parents often suffer: psychological difficulties, personality disorders, affective instability, behavior dysfunction and limited capacity to attach to other people.

Chemically dependent families also tend to be "low resource." They often lack interpersonal support systems that could help in their parenting roles. They are frequently overwhelmed by their responsibilities to provide their child with safe and appropriate physical care, a consistent supportive affectionate relationship, and opportunities for cognitive, social and emotional development.

Children in high need, low resource families may develop a range of coping mechanisms in order to survive in their chaotic environments. While the coping mechanisms are endless, behaviors frequently found in children of chemically involved parents include emotional depression, manifested by a noncaring, defeated attitude; victim behavior, characterized by a desperate need for approval; or antisocial, aggressive behavior, masking underlying depression.

Finding a balance

The child welfare system is acutely aware that the developmental problems seen among toddlers and preschoolers may be in part a result of the disruptive and chaotic environments that characterize the child's life with a chemically dependent parent. It is the responsibility of the child welfare professional to assess the extent to which parental chemical dependency poses an imminent danger to the child. But, the body of evidence that points to the consequences of disrupting an attachment, no matter how tenuous, is also a compelling reasons for attempting to maintain and strengthen the parent/child bond.

The child welfare professional must balance these conflicting factors and choose the least damaging alternative. At one end of the spectrum are families who are motivated to remain together, are willing and able to access the services needed to gain sobriety, and who have other caretakers willing to assume primary parenting and protection responsibilities until the chemical dependency is addressed. In these "ideal" cases, child welfare must assure that the bond between parent and child is fostered and the family structure preserved.

At the other end of the spectrum are families for whom the devastating effects of chemical dependency have eroded both the desire and the ability to parent. When a chaotic, chemically dependent family environment seriously threatens the child's health and well-being, child welfare must act to protect the child's safety even if this requires removal of the child from the home. Child welfare's challenge is to minimize disruptions while the child is in care so that the child's need for continuity in a nurturing environment can be met.

In the majority of cases, however, workers and the courts must make decisions about families whose functioning falls between these two extremes. These are families who are seriously at risk in terms of both chemical dependency and child maltreatment, but who also have existing and potential strengths. The system must take into account racial and cultural differences and use cultural nondeficit models in assessing family strengths, including the extended kin environment.

Family foster care

Child welfare has traditionally relied on family foster care as the out-of-home placement of choice, especially for young children. Foster families, however, are in increasingly short supply. The shortage of foster parents is particularly acute for special needs children such as drug-exposed toddlers and preschoolers. Few foster families are able or willing to assume responsibility for several drug-exposed youngsters so that siblings can be kept together.

Some communities have acknowledged the difficulties in caring for these children in traditional foster homes and have developed specialized homes with highly trained parents who work in partnership with multidisciplinary professional staff. These specialized foster families receive higher reimbursement rates, respite care and extensive training in the special care of their children.

The San Francisco "Baby Moms" program has had success in achieving placement stability. The program has succeeded in providing medical, emotional and supportive care to infants and, where appropriate, to birth parents. "Baby Moms" has worked to reunite families where feasible and has provided stable, long-term care when reunification has not been possible. Programs like "Baby Moms" are not widespread, but this model provides an example of the type of program that can be developed to effectively meet the needs of drug-exposed children.

Kinship care

The placement of chemically involved infants and other children with a relative is an option that is receiving increasing attention. In some jurisdictions, it is mandated as the placement option of choice. Relative placement has a psychological advantage for the child in terms of maintaining the connection to biological roots.

In spite of the lack of objective research to support this practice, approximately half of the cocaine-exposed newborns, for example, are discharged from hospitals directly into the care of relatives, usually the maternal grandmother. The financial toll combined with the special care needed by these infants often puts an insurmountable burden on relatives. The system has been slow to respond to the needs of these caregivers.

Kinship care is also not without controversy. Some critics assert that a payment/monitoring system delays reunification with the mother, causes family conflict, unduly intrudes on a family's privacy and fails to assure the safety of the child. Alcohol and other drug specialists point to the intergenerational nature of chemical dependency as a source of concern and as justification for investigation prior to placement. Ongoing monitoring assures that the child is not subjected to the same environmental factors that contributed to the parent's chemical dependency.

Residential care

To relieve the alarming overcrowding in family foster care homes and overstays in hospitals, temporary therapeutic infant and toddler shelter care programs have been developed as a part of a comprehensive continuum of care. These programs have demonstrated that a congregate care environment can be structured to meet the unique and individual needs of the children it serves, while attempting to strengthen and/or maintain the family bond. One advantage that quality congregate care facilities have is the capacity to engage a chemically involved parent in the planning for and care of the child. For many families, the congregate care center can offer support, often beyond the time the child is in care.

Placement in congregate care is designed to enable the child to remain in one place with a consistent, limited number of caretakers until a permanent plan is made. In these programs, it is anticipated that the infant will be discharged to the parents, adoptive parents, relatives or permanent foster parents within six to 12 months. When this does not occur, alternative plans must be made for the child. This may mean that the child must be moved to another placement.

Adoption

Adoption has rarely been an option chosen for the drug-exposed children of chemically dependent parents. Termination of parental rights is frequently contested and usually takes at least three years. This legal limbo often exists even in cases where parents are clearly incapable or unwilling to parent. Another obstacle is the fear of prospective parents about the long-term effects of drug exposure and the possible need for expensive medical, educational and psychological care. In addition, most child welfare policies support the placement of children with parents of the same race and same culture.

Compounding the risks

Absent an early intervention and prevention strategy that eliminates chemical dependency and the host of problems it engenders for children, child welfare must be prepared to address the long-term needs of drug-exposed children through its various interventions. In spite of the best intentions, certain aspects of the system negatively affect a drug-exposed child's ability to form a significant attachment or attain developmental potential. Overwhelmed foster parents, overcrowded/understaffed congregate homes, multiple placements and the separation of siblings compound the risks to the child.

It is well recognized that once in foster care, drug-exposed children tend to remain there. One New York City study found that 60 percent of the babies discharged from a hospital to foster care were still in care three years later. In fact, if drug-exposed children return to their parents, the return home will usually occur within six months to one year of placement. After that, reunification is not likely.

Many children in foster care will have multiple placements, a factor that can have a profound impact on drug-exposed toddlers and preschoolers. In a New York City study, for example, 56 percent of the children in foster care had been in at least two placements, 20 percent had been in at least three placements, and one child had been in eight foster homes.

Crack-exposed "boarder babies," almost inevitably, will have at least two placements. Because of the limited number of foster family homes available, particularly in large urban areas, many of these infants are placed in temporary congregate care homes where children generally remain until a family foster home can be found. Given the lack of homes, many infants remain for months, often developing an attachment to their caretakers only to be removed with little or no transition.

Promising approaches

Chemical dependency is only one of many serious and longstanding problems confronting families who come to the attention of the child welfare system. To be effective, child welfare efforts to address family chemical dependency and its effects on children must include access to a wide range of preventive and supportive services.

The challenge is to develop an ecological approach that addresses the underlying problems which give rise to dysfunctional patterns. Such an approach would entail a broad-scale re-examination and restructuring of family service delivery systems as a whole. This effort would require legislative and policy commitment, the development of comprehensive and multidisciplinary ser-

vice delivery systems and interagency coordination.

To meet the multiple challenges, the following are needed:

- *Increased knowledge.* The lack of information about the extent of the effects of alcohol and other drugs on toddlers and preschoolers hampers development and implementation of effective programs. More information is needed to make sound policy decisions for this developmentally vulnerable group.
- *Placing the drug epidemic in context.* The problems caused by alcohol and other drugs are interrelated with other societal problems — child maltreatment, poverty, family and community dysfunction and homelessness. These families and communities are the least likely to be able to access the drug treatment, mental health and family support services they need.
- *Shifting of priorities.* The medical, legal, social, educational and economic costs associated with chemical dependency suggest that increased allocation of resources and services are needed early in the lives of children and their families. Preventive services and early intervention provided on a multidisciplinary basis are essential for truly effective intervention into the problems that chemical dependency creates for children.
- *Unified efforts.* Policy-makers and providers must avoid the temptation of pitting one service area or population against another. What is urgently needed is adequate funding for the whole array of services, objective outcome data to determine which intervention is most appropriate for which population, and continued discussion among all disciplines to reach consensus on unresolved issues.

The dramatic increase in the number of drug-exposed or at risk infants, toddlers and young children endangered by parental chemical dependency has stressed an already overwhelmed child welfare system. Further complicating the situation is the fact that within the community of caregivers, there are legitimate areas of disagreement, unresolved questions, ethical and legal dilemmas, and a lack of clear direction about effective prevention and intervention strategies and policies.

This article is adapted from a paper presented at the "First Issues Forum," sponsored by The Office of Substance Abuse, November, 1990. Used with permission from the Child Welfare League of America.

School law and leadership conference slated

Stetson University College of Law will hold its eighth annual national conference titled "Law and Leadership in the Schools" on February 20-21, 1992, at the St. Petersburg Hilton & Towers in St. Petersburg, Florida. Nationally prominent school attorneys and other experts, including school administrators, school board members and school employee organizations, will discuss contemporary legal and policy issues of vital concern facing the nation's schools today.

Violence, crime and racial tension on campus are among the topics to be covered at the Law and Leadership in the Schools Conference. Other topics include the fiscal crisis in education; issues concerning the restructuring of schools; "choice" plans; employment and personnel issues; the school attorney-client relationship; health and safety issues; school desegregation; church-state issues; student free speech and discipline; and the legal liability of school officers and employees.

Chairman and moderator for the conference is Stetson law professor W. Gary Vause who also serves as the director for the Center for Dispute Resolution. Distinguished national speakers will address the assembly in morning plenary sessions on major policy issues. Presenters include Mark G. Yudoff, Dean, School of Law, University of Texas; Patrice McCarthy, Deputy Director and General Counsel, Connecticut Association of Boards of Education, Inc.; Sidney McKenzie, General Counsel, Florida Department of Education; W. Frank Blount, President and CEO, New American School Development Corporation; August W. Steinhilber, General Counsel, National School Boards Association; and Elliot Mincberg, Legal Director, People for the American Way.

The National School Safety Center is co-sponsoring the conference in conjunction with The NSBA Council of Attorneys; The National School Boards Association; The American Association of School Administrators; the Florida affiliates of the American Federation of Teachers, AFL-CIO, and The National Education Association; and The Florida School Attorneys Association.

The registration fee for tuition, luncheons, and conference materials is $175 for both days. Additional information and registration materials may be obtained by calling conference coordinator Alice Ruffner at 813/345-1121, ext. 312.

NSSC Documentaries

High-Risk Youth *At the Crossroads*

"Feeling good about yourself can't be bought on a street corner. It must be built from within. But there are dangers you should know about. Those pressures we call '*risk factors....*'"

This powerful message to America's troubled children is presented in "High-Risk Youth/At The Crossroads," a 22-minute, award-winning documentary on youth drug abuse prevention hosted by actor LeVar Burton.

By combining real-life profiles and commentary from nationally renowned authorities, the documentary provides a compelling case to look beyond current drug abuse intervention strategies exemplified by the "Just Say No" campaign. Researchers have identified individual, family, peer, community and school-related problems that make kids more prone to use illegal drugs. The focus on positive responses — improving family and peer relations, encouraging and rewarding responsible behavior, ensuring that school plays a positive role in children's lives, expanding public and social services, as well as recreational opportunities for youths — suggests that the most promising approach to "high-risk youth" and drug abuse is one of *prevention*, not simply *intervention*. This important theme is reinforced throughout the fast-paced program.

Set Straight On *Bullies*

Whoever thought bullies were all talk and no action needs to view the film "Set Straight on Bullies." The National School Safety Center film was produced to help school administrators educate faculty, parents and students about the severity of the schoolyard bullying problem. The message is clear: bullying hurts everyone.

The 18-minute, Emmy-winning educational film tells the story of a bullying victim and how the problem adversely affects his life as well as the lives of the bully, other students, parents and educators.

"I'm always scared. I'm scared to come to school...I don't want to be afraid anymore," the bullying victim says. In fact, NSSC based the film on research indicating one in seven students is either a bully or a victim of bullying.

Principals play pivotal roles in keeping their schools safe and effective places of learning. But, without the support of parents, teachers, law enforcers and other legal, government and community resources, they can't fulfill their responsibility.

A recipient of eight national and international awards of excellence, this film, "What's Wrong With This Picture?," is designed to encourage dialogue between school principals and their community resources. It presents the critical issue of school safety in a frank and straightforward way, dramatizing real-life incidents of school-related crime and violence, drug abuse and suicide.

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Professionals are in a quandry about how to intervene effectively to help pregnant drug abusers kick their habits and improve their children's chances for success.

Pregnant drug abusers: Rights vs. responsibilities

Obtaining precise estimates of the number of alcohol and drug-affected pregnancies and births is difficult. Different researchers, each with their own methodologies, have examined various drugs or combinations of drugs and alcohol. A 1988 National Association for Perinatal Addiction Research and Education (NAPARE) study — still the most widely cited — estimated that 375,000 infants annually are born exposed to one or more of the following drugs: heroin, methadone, amphetamines, PCP, marijuana and cocaine. While some critics have challenged these numbers on the basis of methodology, most, believe that the number of newborns identified as substance-exposed underestimates the actual number.

The House Select Committee on Children, Youth, and Families conducted a study in 1989 that found that 15 of the 18 hospitals surveyed reported a three to four times increase in drug-exposed births since 1985. Many stated that the number may be significantly undercounted due to lack of clinician sensitivity, inaccurate screening results and the limited ability of toxicology screens to detect many drugs more than 24 hours after use.

Chemically involved pregnant women

NAPARE's 1989 demographic survey in Pinellas County, Florida, found no significant difference in rates of maternal exposure between private and public hospitals, and no significant difference in rates of exposure between black and white patients. This study runs counter to the stereotypes regarding users, and gives a clue as to how widespread the problem is among all women of childbearing years.

Socio-economic status was related to drug of choice, with lower income minority clients preferring cocaine, and middle-class white women choosing marijuana. While not all pregnant substance abusers and their infants are poor, inner-city persons of color, this population is most often identified and treated as the problem, due in part to institutional bias, screening procedures and interpretation of reporting requirements. Regardless of the drug used, blacks are ten times more likely than whites to be reported to child welfare.

Despite the diversity in the backgrounds of "users," chemically involved pregnant women who come to the attention of child welfare do share some characteristics. They are frequently described as having low self-esteem, a poor self-concept and limited family support. They are less educated, more frequently unemployed, and in less stable housing than their non-drug using counterparts. They come from dysfunctional, often chemically dependent families and have a long history of violent or unhealthy relationships. They are more likely to have been victims of early sexual or physical abuse. They are less likely to receive prenatal care and are more likely to have multiple health problems. They usually possess poor parenting skills and require a range of services from a variety of systems in addition to drug treatment.

Obstacles to intervention

Identifying and intervening with pregnant alcohol or other drug users is the number one challenge to the medical and social service fields. Early detection, proper prenatal care and medical management can significantly reduce the damaging effects of drugs. The key is early recognition and the provision of appropriate services, including drug treatment, outreach, education, parenting classes, day care and such "hard" services as housing assistance, job training and transportation.

Because pregnant drug users usually do not seek prenatal care, detection is the first problem. Even if seen by a social worker or a physician, pregnant women are not routinely questioned or adequately screened for chemical use. In the unlikely event that an alochol or drug problem is recognized, the odds are against her being able to find or access a drug or alcohol treatment program.

A 1989 New York study found that 54 percent of the drug treatment programs refused to treat chemically dependent pregnant women; 67 percent refused to

admit women who were pregnant and on Medicaid; and 87 percent refused to admit women who were pregnant, on Medicaid and using crack. The more critical the need, the less likely the services will be available. Less than 1 percent of federal anti-drug funds are targeted to drug treatment for women, and the percentage is even smaller for pregnant and parenting women.

In addition to the unavailability of treatment slots and discrimination against pregnant drug users and poor persons, there is a general lack of understanding of the unique needs of women with children. Most treatment programs are built on the male alcoholic model. Less than half of the programs willing to accept a pregnant woman make any provisions for the care of other children she may have or for prenatal/postnatal care. There is also a well-documented lack of coordination of the limited services that are available. Navigating the multiple systems to get complex medical and social needs met is often impossible for the marginally functioning chemically involved client. Typically, the chemically dependent pregnant woman gets no treatment for chemical dependency and no medical care at all.

Non-therapeutic interventions

As the public has become aware of the plight of babies born to chemically involved women, medical and legal attempts to monitor or control behavior during pregnancy have increased, while sympathy for the pregnant woman, as well as the resources and services she desperately needs, have lagged far behind. Non-therapeutic efforts to intervene fall broadly under three categories: criminalization; civil action under child abuse, neglect or commitment statutes; and legislative action to mandate drug testing and/or reporting of suspected drug or alcohol use during pregnancy.

Criminal prosecution of pregnant women for a variety of acts or omissions during pregnancy is the most extreme example of this trend. In May, 1989 a California woman pleaded guilty to involuntary manslaughter after her premature twins died. She had been smoking crack for two days prior to their birth. In July, 1989, a Florida woman was convicted of delivery of drugs to a minor when her baby was born exposed to cocaine. At least 18 cases of fetal endangerment have been entered in eight states.

Drug use has even been a factor in the criminal sentencing of pregnant women for crimes unrelated to drug use or the effect on the fetus. For example, in Washington, D.C., a woman pleaded guilty to a first-offense forgery charge, a crime that usually results in probation. The judge, however, sentenced her to jail until her baby was born because she tested positive for cocaine.

This trend toward criminal prosecution or other punitive action toward chemically dependent pregnant women reflects an ambivalence about whether addiction constitutes willful criminal behavior or a mental illness. Two U.S. Supreme Court decisions (in 1925 and 1962) held that it was an illness. Society has to choose — will resources be allocated to therapy or to sanctions?

To trigger a child protective service referral in most states, a child's condition must fit within statutory definitions of abuse and neglect. Many states now incorporate "drug-affected" newborns in those definitions, defining them as infants suffering from withdrawal or fetal alcohol syndrome. Still other states are revising or reinterpreting reporting statutes to allow proceedings to terminate parental custody if a baby is born drug-exposed, regardless of whether or not symptoms are present at birth. In a few

states, a positive toxicology drug screen falls under mandatory child abuse reporting statutes. In other states "suspicion" of maternal drug or alcohol use during pregnancy must be reported.

For example, Minnesota recently passed a law requiring the testing of pregnant women based on "reasonable suspicion" of the use of cocaine. If a woman tests positive, she can go voluntarily for treatment or, if she refuses to comply, she can be committed involuntarily. Although Minnesota is assuring the availability of treatment, critics question the ethics of testing and mandating treatment in locations where appropriate treatment resources are unavailable. In some states, women mandated to treatment have been sent to jail to protect the fetus in the absence of available publicly funded treatment slots. The ACLU has filed a class action suit to force treatment programs to accept pregnant women into treatment.

While existing civil statutes and interpretations of reporting requirements for abuse and neglect vary, the trend seems to be toward increased testing and reporting. In addition to Minnesota, a number of states have passed laws incorporating prenatal drug exposure or parental drug use into their abuse and neglect reporting requirements. Among them are Florida, Hawaii, Illinois, Indiana, Massachusetts, Oklahoma, New York, Nevada and Rhode Island.

No law currently requires the automatic removal of drug-exposed infants from their parents, but Arizona and Oregon have considered such legislation. Thirty-five courts so far have interpreted "children" to exclude fetuses, although that interpretation has been left open for legislative changes, and evidence of drug use obtained during pregnancy can already be used in custody hearings after birth.

Reaction to Current Efforts

Where instituted, each of these nontherapeutic actions has had initial appeal. The public is reassured by efforts to reduce the numbers of chemically exposed babies, or to at least minimize the damage. However, not everyone approves of these legislative or criminal approaches.

Legal experts are voicing concern not only about constitutional issues, but also the potential flooding of the court systems. Medical experts point out that the threat of loss of custody or jail will not reduce drug use during pregnancy but will reduce the number of women who will seek treatment or prenatal care. Feminists are outraged that substance-abusing women are being singled out for jail or loss of their children, while their drug-using husbands or boyfriends escape such public sanction. In addition, the population at which fetal abuse statutes and punitive action are targeted are those already locked out of the current health care or treatment systems.

Furthermore, many pregnant women identified today as chemically involved are single parents with other children at home. Mandating residential drug treatment or placing a pregnant woman in jail solely on the basis of a positive drug screen in an attempt to protect the fetus may necessitate placing her other children in an already overwhelmed foster care system.

Finally, the drug problem in is exacerbated by the systemic problems of our health care system. When we handle addiction as a moral failing instead of a medical/psycho-social problem, it allows us to propose solutions in the criminal justice arena, while ignoring the real crisis — the lack of accessible, affordable health care and drug treatment for pregnant and parenting women.

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Policy Recommedations

The following recommendations were proposed by participants at CWLA's 1990 national conference on perinatal drug abuse and chemically dependent families.

- Make pregnant women and adolescents a priority for funding for alcohol and drug prevention, intervention, treatment and after-care.
- Encourage communities to develop comprehensive, culturally responsive drug awareness plans. The plans should include strategies for multidisciplinary training initiatives, the development of public awareness and educational materials, and outreach strategies that target high-risk women.
- Mandate the coordination of health, social services and treatment services, along with provisions for case managers who have the ability to navigate the various systems.
- Include funding for research to determine the incidences of chemical use during pregnancy and the availability of services where the need is greatest; to review various programs for the purpose of identifying "models"; and to conduct long-term studies to evaluate the impact of various drugs on infants born to chemically dependent women.
- Modify Medicaid to provide for a range of alcohol and drug services not currently available.
- Expand the availability of pre- and postnatal care to improve fetal health.
- Oppose the imposition of criminal or punitive actions for conduct during pregnancy.
- Address the current inequities and biases in the provision of services to the disadvantaged and to minority women.

Preparing for the influx of drug-exposed children

Uncertain as one might be about the number of crack babies being born in a community, it is clear that local schools need to prepare for the arrival of cocaine- and other substance-exposed children. These children, according to child-development specialists, may find it difficult to function in the traditional classroom environment. The following suggestions can help schools get ready to provide the structured, supportive learning environment these youngsters will need to succeed.

Develop means of early identification. Contact state and local health departments and local hospital administrators. Form alliances with child-protective service agencies. These organizations can function as early-warning systems and important allies.

If these agencies are keeping accurate records of the number of drug-exposed infants being born annually, they can provide an estimate of how many will enroll in kindergarten in a few years. Unfortunately, the quality of available data ranges from excellent to unreliable.

A hospital survey conducted by the National Association for Perinatal Addiction Research and Education (NAPARE) found that some hospitals conduct no substance-abuse assessment — by history or by urine toxicology — during or after pregnancy. Other hospitals have a policy that all pregnant women should be asked about substance abuse. The most thorough data, the study found, are collected by hospitals with established procedures for assessing every pregnant woman or every newborn for substance abuse or exposure — through medical history and urine toxicology.

The child-protective service agency also might be able to help you identify children who are likely to need special educational service. Child welfare and foster care systems are finding their resources virtually overwhelmed by the numbers of drug-affected children — whether born prenatally exposed to drugs or later victimized by the neglect and abuse of drug-using parents, or both. In such instances, schools will be next to have their resources stretched to the limit in meeting the needs of drug-affected children.

Even if a community has escaped the worst of the crack scourge, local child-protective agency can be an important ally in identifying and developing ways of serving cocaine- and other substance-exposed youngsters.

Lobby for funds to serve the need. Providing the low teacher/child ratio needed by cocaine-exposed children in the classroom will be expensive. Make state and federal legislators aware of the potential problem. Begin lobbying now for funds to serve the special needs of these children.

Get administrators and schools involved. Schools should put drug education and prevention programs in place, if they aren't already. To be most effective, such programs should include teaching kids the skills they need to resist drug use.

Because approximately one million teenage girls become pregnant each year, and they often don't believe crack is bad for their babies, it's important to get the message out that drugs and parenthood do not mix.

Begin thinking about appropriate classroom environments for cocaine-exposed children. Youngsters who were prenatally exposed to cocaine need stability and security. Schools should consider new ways of moving kids through the system, such as allowing them to remain with the same teacher for longer than one year.

Consider rethinking, too, the way schools use the day. A typical school day is fragmented: Teachers switch from one subject area to another and from one assignment to the next. Interruptions and outside intrusions are standard. Sudden changes in schedule, the appearance of unexpected visitors and disruptions in routine are especially difficult for drug-exposed children to cope with. It's important to emphasize following routines, establishing rituals and sticking with schedules.

Finally, give special consideration the the psycho-social and emotional needs of children. For cocaine-exposed children, it's not appropriate simply to refer a withdrawn or overly aggressive child to a psychologist or assume the parents will deal with their child's classroom behavior. This population of kids will requires schools to redefine the teacher's role — and might demand teachers to cross traditional role boundaries.

Look at the ways schools are stressful, demanding and unpredictable, and find ways to make them less stressful, less demanding and more predictable.

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State-by-state legislative review

The National Association for Perinatal Addiction Research and Education (NAPARE) has recently completed a state-by-state survey of both the legislation introduced during the 1991 sessions and the existing state laws pertaining to perinatal substance abuse. To the extent that the information obtained in this survey can be capsulized in chart form, it is contained on the chart that follows.

The chart, labeled State Law and 1991 Legislation, lists the legislation introduced during the 1991 term that fits within one of the headings provided. The shaded boxes indicate that the state has enacted a law mandating the action indicated either this year or in previous years.

The chart has been prepared to provide for easy reference as to the legislative action on certain key issues of concern and to highlight certain trends. Obviously, not every bill which pertains to the issue of perinatal substance abuse can be addressed in the chart. Indeed, several very important new laws do not fall easily into any one category and are, therefore, not reflected on the chart.

For instance, one very interesting development not reflected in the chart is the legislation of a standard of care; that is, the passage of laws imposing legal duties on healthcare professionals to provide certain warnings to pregnant women regarding the consequences of prenatal substance use.

Thus, Missouri has passed, and the governor has signed, a law that requires, among other things, any physician who provides obstetrical and gynecological care to pregnant women to counsel all such patients as to the perinatal effects of smoking cigarettes and using alcohol and/or any controlled substance.

The law also requires the state departments of health and mental health to develop and administer an education program for all physicians providing obstetrical and gynecological care. Such a program would teach professionals how to obtain accurate and complete drug histories from their pregnant patients; advise patients of the effects of cigarettes, alcohol, and controlled substances on pregnancy and fetal outcome; and use counseling techniques for drug abusing women.

Finally, the law provides a mechanism by which physicians may report pregnant women who are identified as high-risk to the state so that appropriate services can be offered. The law specifically provides that any referral and supporting documentation shall be confidential and shall not be used in any criminal prosecution.

Similarly, Delaware has enacted a law that requires all persons who fall under the jurisdiction of the Board of Medical Practice who treat, advise or counsel pregnant women to post and give written and verbal warnings to their patients regarding the possible problems, complications and injuries that may result to themselves or to the fetus from their consumption or use of alcohol, cocaine, marijuana, heroin or other narcotics during pregnancy.

A number of states, including Louisiana, New Hampshire, New York, Iowa and Alaska are considering or have passed bills that would require any establishment licensed to sell liquor to post warning signs regarding the dangers associated with drinking while pregnant.

No state has yet passed a law which would provide for criminal prosecution on the basis of prenatal substance abuse. Although several states are considering such measures, it appears that the trend is away from consideration of punitive measures and towards the enactment of intervention, prevention and treatment measures and/or, at least, the development of task forces to further study the issue of what measures the legislature should be pursuing.

A number of states are considering measures which would require the imposition of increased criminal penalties on an individual convicted of selling or distributing a controlled substance to a woman who is known to be pregnant.

In reviewing the chart, one additional point should be kept in mind. The terms of the various legislatures vary greatly. For twenty-four of the legislatures, the 1991 term has ended. Thus, any bills introduced in these states during 1991 that did not pass are now dead. Six state legislatures were in session through the fall of 1991, so that bills that were pending may have been voted upon late in the year. Finally, for twenty legislatures, 1991 is the first year of two-year term and any legislation introduced this year may be carried forward into the next year.

More detailed state-by-state summaries of the legislation introduced during the 1991 term have been prepared and are available from the National Association for Prenatal Addiction Research and Education, 11 East Hubbard Street, Suite 200, Chicago, IL 60611, 312/329-2512.

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State Law and 1991 Legislation*

State	Mandates Prenatal Testing For Drugs	Mandates Prenatal Reporting	Mandates Neonatal Testing For Drugs	Mandates Reporting as Child Abuse or Neglect	Mandates Postnatal Reporting for Assessment or Services	Mandates Priority Access to Treatment for Pregnant Women	Provides for Treatment Program or Coordination of Services	Perinatal Substance Abuse Task Force Est. by State Legislature	Criminal Prosecutions
Arizona[2]							HB 2259 - P	HB 2424 - P	
California						AB 1349 - P	AB 99 - A		
Colorado			HB 1229 - D				SB 56 - A		
Connecticut								SB 956 - A	
Florida			HB 895 - W	HB 895 - W	HB 895 - W				
Georgia						HB 276 - A			
Hawaii				SB 332 - P					SB 232 - P[4]
Idaho		SB 1168 - D			SB 1168 - D				
Illinois	HB 1343 - P	HB 1343 - P	HB 1343 - P	HB 1343 - P	HB 1343 - P		HB 1647 - P		
Indiana									
Iowa									
Kansas									HB 255 - P[5]
Kentucky									
Louisana						SB 918 - A	SB 918 - A	HB 1107 - A	
Maryland				SB 657 - D					
Massachusetts									
Michigan				HB 1424 - P			HB 5429 - P	HB 5427 - P	
Minnesota[3]									
Missouri									
Nevada			AB 729 - D	AB 729 - D					AB 729 - D
New Jersey				AB 3829 - P					
New Mexico							SB 817 - P		
New York							SB 4635 - A		
North Carolina							SB 83 - A		
Ohio				SB 82 - P					SB 82 - P
Oklahoma								HJR 1032-A	
Oregon	SB 347 - D[1]	SB 347 - D	SB 347 - D[1]	SB 347 - D					
Pennsylvania					SB 1197 - P		[6]		
Rhode Island			S 418 - D	S 432 - D			S 132 - D HB 6068 - A		
South Carolina	SB 3858 - P[5]	SB 79 - P HB 3858 - P	[7]	[8]	HB 3858 - P SB 986 - P	SB 79 - P			SB 79 - P
South Dakota									
Texas									
Utah									
Virginia								HB 1602 - A	
Washington							HB 1410 - P	HB 1109 - P	
Wisconsin									

P — Pending; W — Withdrawn; D — Died; A — Approved

*States not listed do not have existing or pending legislation.

[1] No state has a law that specifically makes it a crime to use a controlled substance during pregnancy. Thus, the criminal prosecutions reflected on this chart have been based on existing criminal laws that were never designed or intended to govern prenatal conduct.

[2] Arizona's law providing for treatment program or coordination of services is designed to give priority allocation to new and existing undedicated monies for alcohol and substance abuse treatment services for pregnant women.

[3] In each of the states, as in Minnesota's existing law, prenatal and neonatal testing for drugs would be mandated only when the physician has reason to believe that controlled substances were used during pregnancy.

[4] Would create presumption that any women who consumes a controlled substance while pregnant intends any adverse consequences to her child, including death, for purposes of a crime of murder in the second degree.

[5] Would provide for implantation of Norplant in any woman who is able to become pregnant, who has been convicted of K.S.A. 65-4127a.

[6] SB 1197 - P; HB 298 - P; HB 299 - P [7] SB 75 - P[3]; HB 3858 - P; SB 986 - P [8] SB 76 - P[3]; HB 3858 - P; SB 986 - P

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Current laws apply to "crack children"

Lisa is a first-grader in a metropolitan public school. She has been experiencing difficulty in school since starting kindergarten. Her foster mother suspects that part of her problem is attributable to Lisa's past experiences with drug addiction. Lisa was not the addict; her mother was. Soon after her birth, Lisa was taken from her mother by state agencies who decided that Lisa's welfare required placement in another family setting. Since that time, Lisa's foster mother — the third since her initial placement — wonders whether anything can be done to ascertain the extent of Lisa's needs and a course of correction so that Lisa can get on with her education.

What should schools do to respond to what has been predicted to be an explosion in the number of school-aged children born to drug-addicted mothers? It is convenient to discuss this qustion with reference to the so-called "crack babies," but the issue is much broader. What are the legal rights of such students in our public schools? What are the responsibilities of schools who suspect such students are part of their student body?

A pre-existing legal framework is available to answer these questions. Federal and state disability laws provide the basis for effective school planning to address the issue of "crack babies." These laws have been written in general terms so as to reach recognized disabilites, as well as those identified in the future.

Almost all state laws on the subject of handicapped students are patterned after two federal laws and are designed to meet their requirements. The Individuals with Disabilities Education Act (IDEA) establishes the right to a "free appropriate public education" for handicapped children.[1] States cannot ignore the challenge of responding to the needs of drug-exposed children without violating the objectives of this law. Another federal law, Section 504 of the Rehabilitation Act of 1973, states that "[n]o otherwise qualified individual with handicaps in the United States...shall, by reason of his or her handicap, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."[2]

The Rehabilitation Act states that a "handicapped individual" includes someone who "is regarded as having" an impairment that "substantially limits one or more...major life activities." This broad definition clearly takes in the school-aged child who was born to a drug-addicted mother. States are required to provide special education and related services needed to give such students a chance for equal educational opportunity.[3]

Schools must also conduct an individualized inquiry to determine the special needs of each student suspected of having some kind of disability. Accordingly, special needs due to drug exposure would be treated no differently than learning disabilities due to other causes.

The objective of laws like these is to provide an environment that will protect handicapped individuals from deprivation of government benefits and services based on prejudice, stereotypes or unfounded fears. Thus, while the term "crack baby" may be helpful in describing a phenomenon, it is not a useful term when discussing a plan of action for students with learning disabilities.

Research suggests that some drug-exposed babies will not exhibit symptoms that will alert school officials to the need to take special measures to educate them. And the behavior of some may not be sufficiently distinguishable from that of other students who cause problems in the classrooms. The Rehabilitation Act would be of little use if every student who had a family history of drug or alcohol addiction was classified as "handicapped" in the absence of some individualized assessment.

Several categories now are in use by educators to describe the needs of children with learning disabilities. These range from physical or other health impairments, specific learning disabilities and emotional impairments, to differing levels of mental retardation. The effects of drug exposure on a child are often manifested in ways that readily fit into one of these existing categories.

Schools must develop compensatory mechanisms to neutralize the impact of students with disabilities that are attributable to drug exposure. One suggestion is that each state create a permanent interagency task force that will provide a center for discussion and response to the educational challenges posed by these special children.

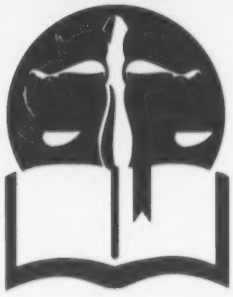
None of the current data available on the so-called "crack baby" concludes that all crack-related disorders progress into learning disabilities that significantly impact a child's ability to learn or to mature into an adult who is able to contribute in society. As with other disabilities, it is likely that students with crack-related impairments will develop novel and creative ways to learn, despite their disability, if given the opportunity.

Endnotes

1. 20 USC 1401
2. 29 USC 794
3. 34 CFR Part 104

Prepared by Bernard James, special counsel for NSSC.

Support for students with special needs



The requirements regarding the education of children with learning disabilities — or "special needs" as the term is used in federal and state laws — are not discretionary. Schools must discharge these requirements or risk being found in violation of the law. Recent case law, as well as a pending decision by the U.S. Supreme Court, will soon clarify the scope of liability for schools that fail to respond to the needs of students with learning disabilities.

The federal laws expressly provide a private right of action for parents and students who experience discrimination in public schools due to their handicap. Under the 1978 amendment to the Rehabilitation Act of 1973 (Section 504), any student who is within the age range served by state education law and who has any mental or physical impairment that limits a "major life activity," such as learning or working, is eligible. This right to sue is sufficiently broad to even abrogate immunity from suit for the federal government for its acts of discrimination against the handicapped.[1]

This enforcement mechanism means that schools may face civil suits when they fail to respond to the special needs of their students. Section 504 makes available to students and parents the "remedies, procedures and rights" available under Title VI of the 1964 Civil Rights Act to persons "aggrieved by any act or failure to act by any recipient of federal financial assistance or federal provider of such assistance."

Under law, each eligible student must be provided a "free appropriate public education" — a set of services specifically tailored to meet the student's unique needs and develop his maximum potential. Present law requires that school districts make parents aware of their rights under the law as well as their options for special education programs for their children.

The learning-disabled student's right to a "free appropriate public education" may be enforced in several ways. The student may sue for an injunction, challenging decisions made by the school district. The injunctive order may require the school to more effectively identify students with drug-related learning disabilities; make available appropriate educational services; and provide comprehensive training for faculty and staff. The order might even appoint a monitor to evaluate conditions, assure implementation of the order and report to the court on a regular basis.

But the student may also sue the school district and officials for monetary compensation. The student may sue for the value of the education denied him because of the school district's discrimination. The student may sue for mental pain and suffering. The jury in such a suit may award punitive damages. The law even encourages these suits by poor parents by awarding attorney fees to the prevailing student and his parents.[2] Finally, the student may sue the school officials in their individual capacity for intentional acts of discrimination.

The federal courts have not been in agreement over the use of civil damage suits as a means of enforcing the Rehabilitation Act. The Fourth Circuit has refused to permit such suits.[3] The Eighth Circuit has long encouraged them, ruling that Section 504 permits recovery of a broad range of compensatory damages to ensure the vidication of an injured individual's rights.[4] The U.S. Supreme Court has agreed to clarify the issue and will issue an opinion on the matter this term.[5]

Within this controversial discussion, there is surprising agreement over the need to provide some effective mechanisms for encouraging schools to discharge their responsibilities toward students with special needs. Dr. Frederick T. Cioffi, Director of the Office for Civil Rights of the U.S. Department of Education, recently noted that of all the complaints that come into the office, those concerning discrimination against disabled students are the most disturbing. "A handicapped child has the right to receive a free and appropriate public education in the least restrictive setting possible," Cioffi says. "School districts must search out handicapped students and let it be known they are there to educate all children."

There also is widespread hope that school districts will provide a greater range of services for children with special needs. Some state public special education programs are woefully inadequate to respond to the needs of modern students. Services such as physical therapy, occupational therapy, speech therapy, tutoring, instruction by specially-trained teachers and provisions that enable the student to attend regular education classes are among the services that should be available to a student with a handicap. The enforcement mechanisms of the federal and state law are being restated to address this need.

Endnotes

1. See the Federal Contracts Report, August 26, 1991, 56 FCR 9 d23, Bureau of National Affairs, Inc., 1991
2. 20 USC 1415.
3. *Eastman v. Virginia Polytechnic Institute and State University*, CA 4, No. 90-1453, 7/12/91
4. Miener v. Missouri, 673 F 2d 969 (8th Cir. 1982).
5. *Christine Franklin vs. Gwinnett County Public Schools*, et al. 90-918.

Prepared by Bernard James, special counsel for NSSC.

Resources address 'epidemic of the '90s'

"Drugs, Pregnancy and You" *is the newest component of the Substance Abuse Narcotics Education (SANE) Program, a drug abuse prevention curriculum developed by the Los Angeles County Sheriff's Office.*

Recognizing that traditional enforcement methods involving investigation and arrest of drug abusers and drug dealers alone would not solve the nation's drug problem, in 1985 the Los Angeles County Sheriff's Office developed the Substance Abuse Narcotics Education (SANE) program.

The SANE approach is an investment in the future of our children and young adults through effective prevention programs that impact our youth's demand for drugs and alcohol. This program works with fourth-, fifth- and sixth-grade students in 415 elementary schools in Los Angeles County.

Recently, it has become evident that another serious drug problem exists — babies exposed to drugs by their mothers' substance abuse. Research has shown that any use of drugs, alcohol or tobacco during pregnancy can have damaging effects on babies.

To address this epidemic-reaching problem, the Sheriff's Office launched the first law enforcement-initiated program of its kind in the country. "Drugs, Pregnancy and You" is designed to inform high school students about the dangers of drug exposure during pregnancy.

Assemblies, usually one hour long, include a compelling video that graphically demonstrates the dangers of prenatal substance abuse, a panel of medical experts, SANE deputies and a question-and-answer session. In addition to the assembly, follow-up training and resources are developed at each high school.

The program is specifically designed to attack the myths among young people that the fetus is protected during the mother's use of alcohol or drugs, that a "little bit is okay," or that "they know someone who used drugs and the baby is just fine." The video presentation and the medical professionals deliver a strong message of the dangers and consequences of exposing unborn infants to harmful substances.

The program was piloted in 1989 and has been expanded throughout high schools in the Los Angeles County Sheriff's jurisdiction. The Sheriff's Department, in conjunction with the Los Angeles County Office of Education and medical professionals, is developing a new video and a two-lesson curriculum to augment the program. Training for school health staff and peer counselors is also planned.

For futher information, contact Margo Carpini, Field Operations Region II, SANE Bureau, 11515 S. Colima Road, Building D-111, Whittier, CA 90604, 213/946-7263.

Video presents story of drug-exposed children

"Drug Babies," *produced by Dolphin Productions, directed by Michael Cohen. Copyright © 1990.*

"Drug Babies" is a documentary that deals with what has been called "the epidemic of the '90s": Children who have been prenatally exposed to drugs. This 30-minute videotape presentation discusses the issues surrounding this pervasive problem as seen by treatment professionals, doctors, lawyers, social service agencies, foster caregivers, educators and mothers.

Designed to inform audiences that include high school students, the general public and health care professionals, "Drug Babies" begins by describing the scope of the problem and continues by telling the story of the physical and mental consequences to the baby of exposure to harmful substances both before and after birth.

This film also takes a comprehensive look at the impact this epidemic is having on the mothers, social service, foster care, education and treatment programs. The good news is that with prevention and early intervention these children can be salvaged from a life that would otherwise be fixed in failure.

Studies show that as many as 11 percent of all babies currently born in the United States are exposed to alcohol and/or drugs while they are still developing in their womb. These affected babies represent, at their worst, a national time bomb. Perhaps the most important element presented in "Drug Babies" is the focus on the mother, *yesterday's baby*. As one professional comments, "Fifteen years from now, if something useful isn't done, the baby we are so concerned about now will be that next mother." Treatment today for the addicted mother and her child will allow us to save the next generation of our country's children from the savage scourge of abuse and addiction.

"Drug Babies," is available from Parsons Runyon Arts and Entertainment, 1216 State Street, Suite 712, Santa Barbara, CA 93101, 1-800/888-7817.

Prepared by June Lane Arnette, editor of School Safety.

PRINCIPALS of LEADERSHIP™

Studies of effective schools have shown that strong leadership is a key ingredient for success. According to a U.S. Department of Education publication, "Students respond best to a principal they can respect. These men and women are firm, fair, consistent and highly visible."

"Principals of Leadership" recognizes outstanding men and women in our nation's schools who, through their effective leadership, promote safer, more productive and more positive learning climates on the campuses they administer. Although the leadership styles of effective principals vary with the circumstances and situations they face, vision, persuasiveness and commitment to excellence are common threads in the profiles of the 10 principals honored this year. Running a school is a complicated job, especially in today's complex world in which the need for campus safety, for preparing students to enter a more technologically sophisticated work force, and for dealing with the psychological and emotional needs of students often compete with schools' traditional academic goals. Since safe, quality schooling requires student, staff and community involvement, the special programs and talents these principals have developed take on varied emphases.

For example, programs that integrate school activities with local businesses provide job training and incentives for young people to stay in school. Staff and student recognition programs boost morale and reduce discipline problems. Special campus cleanup projects instill a "pride of ownership" among students for their campuses and reduce vandalism. These 10 education leaders and their achievements are positive examples for all leaders of children and adults alike.

The 1991 "Principals of Leadership" are (counterclockwise from top left): Roger L. Berkbuegler, Rolla High School, Rolla, Missouri; Anita S. Bieler, Hereford Elementary School, Hereford, Pennsylvania; Eugene T. Domeño, Neil Armstrong Elementary School, Diamond Bar, California; Phillip L. Hobbs, Eastmoor High School, Columbus, Ohio; Mary Ann Joyce, Horizons-on-the-Hudson Magnet School, Newburgh, New York; Janice P. Matistic, Jefferson Elementary School, Summit, New Jersey; Frank N. Mickens, Boys and Girls High School, Brooklyn, New York; Lee Switzer, Hayes Elementary School, Fridley, Minnesota; Wayne N. Tanaka, Robison Junior High School, Las Vegas, Nevada; and Kristine Wolzen, Raymond Central Elementary Schools, Valparaiso, Nebraska.

For more insight from the "Principals of Leadership," write: National School Safety Center, Pepperdine University, Malibu, California 90263.

Presented as a public service by the National Association of Elementary School Principals, the National Association of Secondary School Principals and the NATIONAL SCHOOL SAFETY CENTER

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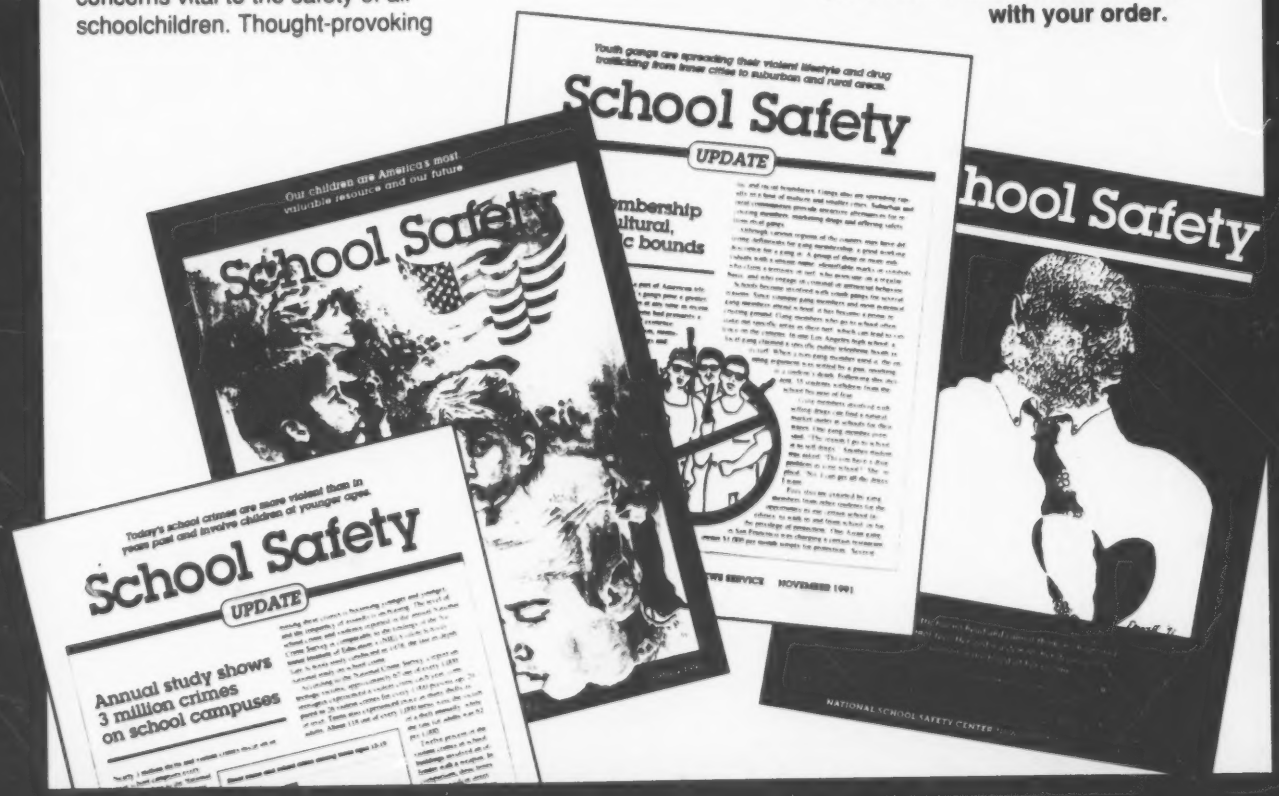
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Good and bad news about youth and delinquency — documented by new research

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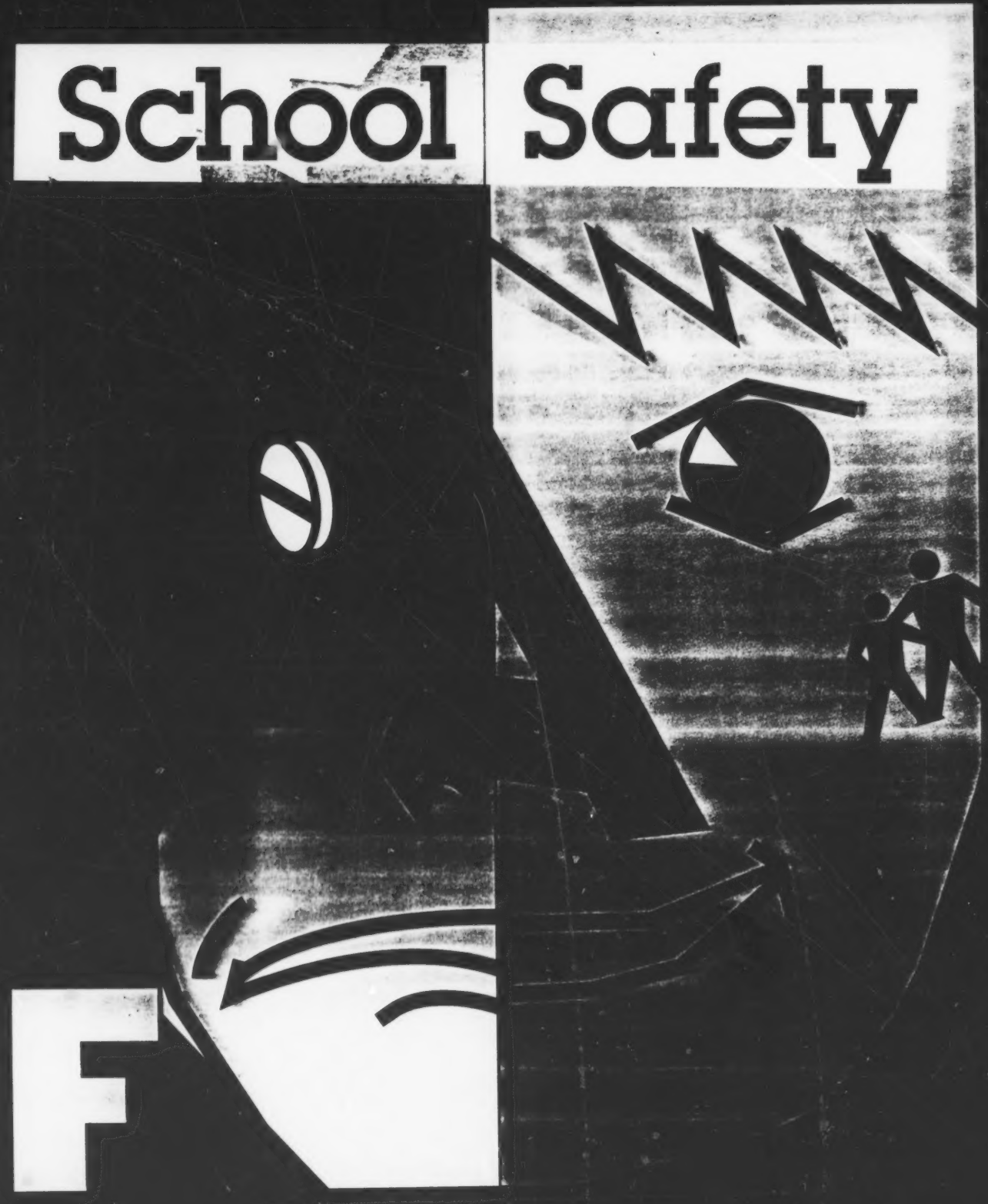

NATIONAL SCHOOL SAFETY CENTER NEWSJOURNAL SPRING 1992

Reducing drugs, delinquency and disorder

By Ronald D. Stephens
NSSC Executive Director

In 1986, the Office of Juvenile Justice and Delinquency Prevention initiated a massive longitudinal study on the causes and correlates of delinquency. The researchers have completed their five-year study and have begun an additional year of data collection. This issue of *School Safety* examines some of the pivotal findings of the initial report.

Youth peer networks have a significant influence on delinquency and illegal drug use. This research indicates that association with delinquent peers reinforces delinquent behavior and that early substance abuse also has a sizeable impact on stimulating delinquent behavior.

Developing and evaluating programs that introduce wide-ranging prevention and intervention strategies are needed. Successful efforts aimed at reducing drug use may also help to reduce delinquency.

Schools can affect all of the known risk factors that lead children and youth to delinquency and drug abuse — family, neighborhoods, peers, gangs. Whether appropriate or not, schools are viewed by families of delinquent and drug-abusing youth as the primary provider of services and counseling.

Two educational factors are found to be related to delinquency and drug use: commitment to school and reading achievement. Commitment to school and delinquency/drug use have a mutually reinforcing influence on each other over time. Students who are not highly committed to school have higher rates of street crime and delinquency. School performance, as measured by reading achievement, is also related to delinquency. Poor reading ability is an indicator of potential delinquency.

Schools may be the only institutions capable of reaching these diverse areas by providing early, comprehensive responses. Model school programs should include both reading remediation and curricula that influence positive youth behavior. The report additionally suggests that schools adopt programs and classroom techniques that lead to success for all students.

The negative influence of harmful peer networks and the positive influence of good schools are critical findings. The onset of delinquency and drug abuse begins earlier than previously thought. The use of drugs at an early age intensifies the level of problem behaviors that are related to more extensive delinquent and drug-using careers. Prevention and intervention must focus on the early ages.

This new research finds youth alcohol use to be an important high-risk factor. Alcohol use is a significant problem behavior with today's youth, requiring a measure of attention equal to that of drug use prevention and intervention programs.

The family remains one of the best sources of access to troubled youth. Poor family attachment was found to be related to both delinquency and drug use. Youth who do not feel a strong emotional bond with their parents are more likely to commit street crimes and use drugs. Parenting behaviors — failure to communicate with and monitor children, inconsistent punishment and avoidance of discipline — are all related to delinquency and drug use.

In this issue of *School Safety*, principal researchers from the three projects that contributed to the longitudinal study discuss various elements of their research.

Welmoet van Kammen and Rolf Loeber of the Western Psychiatric Institute and Clinic, University of Pittsburgh, report about their work with the Pittsburgh Youth Study. They examined the developmental sequences of problem behaviors in boys and found an important link between early substance use and involvement in anti-social behavior.

Researchers David Huizinga and Finn Esbensen of the Institute of Behavioral Science, University of Colorado at Boulder, take a look at juvenile arrests in the Denver Youth Study. Their results indicate that traditional responses to delinquent acts — trying to apprehend, arrest and sanction active serious offenders — is not enough. Programs that attempt to prevent delinquent behavior are needed.

Terrence Thornberry, principal researcher in the Rochester Youth Development Study at the State University of New York at Albany, reports that over time, two factors — delinquent behavior and association with delinquent peers — work together to create a continuing spiral of delinquency.

In addition, from the Center for Initiatives in Education, Southwest Texas State University, Betty Cleffman examines the correlation between youth substance abuse and school discipline problems, with a particular emphasis on how students perceive the connection.

Viewing school safety from a different perspective is George McKenna, superintendent of Inglewood Unified School District, who has an intriguing solution for violence on school campuses.

Also in this issue, the ten honorees in the 1992 Principals of Leadership recognition program are announced and profiled. The program honors some of the nation's best school leaders who have made school safety and student success their top priorities.

NATIONAL SCHOOL SAFETY CENTER

Pepperdine University's National School Safety Center is a partnership of the U.S. Department of Justice and U.S. Department of Education. NSSC's goal is to promote safe schools free of drug traffic and abuse, gangs, weapons, vandalism and bullying; to encourage good discipline, attendance and community support; and to help ensure a quality education for all children.

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About the cover:
What causes a youth to become delinquent? New research links drug use, education, peer networks and family relationships as factors contributing to juvenile delinquency. Artwork by Tackett and Barbaria Design.

CONTENTS

4 Understanding crime and delinquency
NSSC Report

7 Drugs, delinquency and discipline
By Welmoet van Kammen and Rolf Loeber

11 'Birds of a feather'
By Terrence P. Thornberry

15 An arresting view of justice
By David Huizinga and Finn Esbensen

20 Drug use and discipline: a distressing connection
By Betty G. Cleffman

24 Excellence is a matter of personal concern
By Anthony Rodriguez and Sue Ann Meador

28 'Heartware,' not hardware
By George J. McKenna III

Updates

2 NSSC Update
29 National Update
30 Legal Update
32 Legislative Update
33 Resource Update

Resources

18 NSSC Publications
19 NSSC Resources
23 NSSC Documentaries
34 Personal and Social Responsibility Book
35 "Principals of Leadership"

Research from the Office of Juvenile Justice and Delinquency Prevention explores the causes and correlates of juvenile delinquency over a five-year period.

Understanding delinquency and crime

Juvenile delinquency is a persistent and serious social problem that has defied society's best efforts to defeat it. The tangle of biological, psychological and social factors that contribute to the phenomenon are only beginning to unravel.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the Office of Justice Programs, U.S. Department of Justice, has pioneered support for longitudinal studies to understand and prevent delinquency.

Because longitudinal studies follow subjects over long periods of their lives, such studies are able to shed important light on a number of crucial questions. When and how do parents, peers, teachers and society in general affect a youngster's decision to break the law? What is the effect of these factors at different stages in a youngster's delinquent career?

Longitudinal studies are important additions to research on delinquency. They have supplied objective data corroborating widely held beliefs concerning the importance of the family in preventing delinquency. The findings show that poor parent-child attachment contributes to delinquency.

Longitudinal studies have provided surprises as well. They reveal that chronic offenders make up a small proportion of the juvenile offender population (6 percent to 10 percent) yet account for more than half of the arrests. They also indicate that most adolescents who both engage in delinquent behavior and use drugs were delinquent before they began to use drugs.

Studies conducted over time have had a significant impact on our understanding of delinquency and crime.

OJJDP longitudinal study

In 1986, OJJDP initiated one of the most massive longitudinal investigations of delinquency ever conducted — the Program of Research on the Causes and Correlates of Delinquency. Funding has also been provided by the National Institute on Drug Abuse, the National Institute of Mental Health, the National Science Foundation and the John D. and Catherine T. MacArthur Foundation.

The researchers have completed their five-year program of research and have begun an additional year of data collection. The program comprises three projects:

- *The Denver Youth Survey at the University of Colorado at Boulder.* Researchers have been collecting data once a year from a sample of 1,500 boys and girls and their parents in high-risk neighborhoods. The study is providing sequential data covering an 11-year age span (from ages 7 to 17).
- *The Pittsburgh Youth Study at the University of Pittsburgh.* Data have been collected twice a year from a sample of 1,500 boys who were in grades one, four and seven at the beginning of the study. The sampling was designed to overrepresent youth at risk of becoming seriously delinquent. Initial and follow-up interviews with each boy, one parent and a teacher ensure coverage of ages 7 to 16, the period during which delinquency is most likely to begin.
- *The Rochester Youth Development Study at the State University of New York at Albany.* A total of 1,000 public school seventh- and eighth-graders (750 boys and 250 girls) and their caregivers were interviewed twice a year, and data were collected from schools, police and other agencies. This sample also overrepresents youths at high risk of becoming delinquents and drug users.

The research teams at the three sites collaborated in developing common "core" measurements to determine key aspects of the subjects' lives. Areas covered by these measurements include:

- Delinquent behavior (measured by official records and self-reports);
- Self-reported drug use;
- Characteristics of the community and neighborhood;
- Family demographic characteristics;
- Parental attitudes and child-rearing practices;
- Subjects' attitudes, school performance and perception of the conse-

quences of delinquency; and
- Peers' conventional and delinquent activities.

More than 60,000 interviews with 4,000 young people and their primary caregivers were conducted throughout the five years of data collection.

Subject retention rates exceed 90 percent at every site, despite the transient nature of the families of the juvenile population in these studies. High retention rates are particularly important in longitudinal studies, which must gather consistent data over a period of several years to validate findings.

Study features

Several aspects of the methodology enhanced the study's ability to provide information that can influence public policy:

- To ensure comprehensive findings, the researchers adopted an interdisciplinary approach, studying biological, psychological, social and environmental variables.

- The sample size ranges from 1,000 to 1,500 subjects across the sites, which enabled the study to provide statistically significant data.

- Multiple cohorts, in grades one to nine at the beginning of the study, allowed the researchers to view the data gathered on the core measures in chronological, developmental sequences.

- Researchers gathered data from interviews with the subjects and from official police and school records, allowing comparison of information obtained by diverse methods.

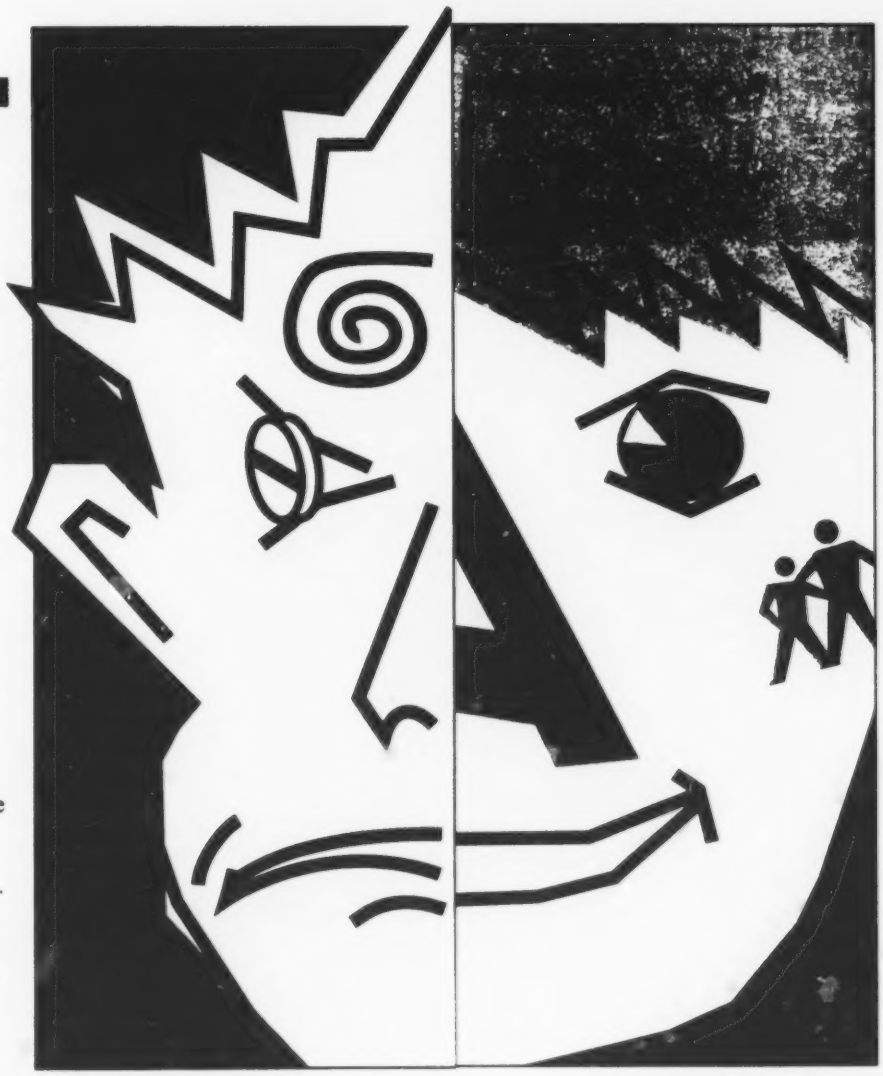
- Frequent interviews made it possible to chart developmental changes and causal influences more precisely.

- Interviews with the youth and a parent provided perspectives that facilitate understanding of study relationships and outcomes. Parent interviews yielded information about early developmental stages, parenting practices and family experiences during the childhood and adolescent years.

- High-risk youth were intentionally overrepresented among the youth in the sample to ensure that serious, chronic offenders were studied. This was done in part by oversampling males and youth living in high-crime neighborhoods.

- The study examined factors that protect high-risk youth from becoming delinquent.

- Multiple-site data collection produced replication of the findings across sites. Replication enhanced the validity of the research and the implications of the findings.



Preliminary findings

Initial findings are now available. As further data are processed and analyzed, these findings will be refined to provide a more comprehensive picture for each of the core measures.

There is no single cause of juvenile delinquency or drug use, but a pattern of causes that varies with the individual and with age is evident. Accordingly, a diverse set of factors should be taken into account:

Drug use. Drug use and delinquency are clearly interrelated — the more seri-

ous the youth's involvement in delinquency, the more serious his or her drug use. This finding applied to all age and ethnic groups. Over time, it appears that substance abuse stimulates more changes in delinquency than vice versa, especially for preadolescents. The overlap of delinquency and drug use was particularly striking for girls.

Education. Two measures of school performance were related to delinquency and drug use: commitment to school and reading achievement. High commitment to school is associated with lower rates of delinquency and drug use, while high rates of delinquency and drug use are associated with lower academic commitment. Poor reading ability tends to precede delinquency, and delinquent behavior is subsequently related to reductions in reading ability.

Peers. The study examined the effects of peer influences from two perspectives: association with delinquent, drug-using peers and gang membership. Associating with delinquent and drug-using peers is strongly correlated with delinquency and drug use. These relationships are mutually reinforcing. Membership in a gang is strongly related to delinquency and drug use. Those who remain in gangs over long periods of time have high rates of delinquency. Delinquency rates are especially high among gang members during the period in which they are active members.

Family. The most seriously delinquent youth received the poorest parental supervision. Moreover, non-delinquent youth and their parents were more likely to demonstrate feelings of attachment, warmth and affection than were delinquent youth and their parents.

These findings suggest that different interventions are needed at different points along the developmental paths toward delinquency.

OJJDP's Program of Research on the Causes and Correlates of Delinquency will further the understanding of the complex factors that may cause or contribute to delinquency. The collaborative efforts at the program's three sites in Denver, Pittsburgh and Rochester constitute the largest shared coordination and measurement approach ever achieved in delinquency research, but there is still much to learn.

Additional results of these studies will assist practitioners, public officials and legislators in their efforts to prevent and reduce juvenile delinquency and substance abuse.

Longitudinal studies help researchers to separate cause from effect

To understand the dynamics of juvenile delinquency, one has to be able to see the effects of certain factors over time. Longitudinal studies do this by following the same person over a period of years, tracing the development of delinquent behavior step by step.

Other types of studies can identify factors that separate delinquents from non-delinquents, but longitudinal studies have an important advantage. By determining that a specific factor accompanying delinquent behavior preceded that behavior, a longitudinal study can separate a cause from its effects.

Longitudinal studies can determine at what ages specific factors are most influential. For example, family factors may play a more important role in the delinquency of younger youth, while school factors may be more significant for older youth. Longitudinal studies permit researchers to study the effect of specific factors at different stages in a delinquent career.

The following reports comprise major longitudinal studies of juvenile delinquency:

Elliott, Delbert, David Huizinga, and Suzanne Ageton. *Explaining Delinquency and Drug Use*. Beverly Hills: Sage, 1985.

Elliott, Delbert, David Huizinga, and Scott Menard. *Multiple Problem Youths: Delinquency, Substance Use, and Mental Health Problems*. New York: Springer-Verlag, 1989.

Glueck, Sheldon, and Eleanor Glueck. *Unraveling Juvenile Delinquency*. N.Y. Commonwealth Fund, 1950.

Glueck, Sheldon, and Eleanor Glueck. *Delinquents and Non-Delinquents in Perspective*. Cambridge: Harvard University Press, 1968.

McCord, William, and Joan McCord. *Origins of Crime*. New York: Columbia University Press, 1959.

McCord, Joan. "Some childbearing antecedents of criminal behavior in adult men." *Journal of Personality of Social Psychology*, 1979.

Shannon, Lyle W. *Criminal Career Continuity of Context*. New York: Human Sciences Press, 1988.

West, Donald J., and David P. Farrington. *Who Becomes Delinquent*. London: Heineman, 1973.

West, Donald J., and David P. Farrington. *The Delinquent Way of Life*. London: Heineman, 1977.

Wolfgang, Marvin E., Robert M. Figlio, and Thorsten Sellin. *Delinquency in a Birth Cohort*. Chicago: University of Chicago Press, 1971.

Wolfgang, Marvin E., Terence P. Thornberry, and Robert M. Figlio. *From Boy to Man — From Delinquency to Crime*. Chicago: University of Chicago Press, 1987.

BY WELMOET VAN KAMMEN AND ROLF LOEBER

Knowledge about the early phases of substance use in young children is crucial to understanding the correlation between later substance use and delinquency.

Drugs, delinquency and discipline

The "war" on drugs increasingly has drawn attention to the early stages of use and abuse of legal and illegal substances in school-age children. Trends in substance use at an earlier age are particularly worrisome and alarming. Early substance use, as opposed to experimentation with different substances later in life, increases the likelihood of persisting use and eventually of abuse for both boys and girls.

The concern about substance use in young children initially has centered around smoking tobacco and glue sniffing. More and more, however, the focus has shifted to include beer or wine, and the use of marijuana and hard drugs has been documented in elementary school-age youngsters (van Kammen and others 1991).

Developmental progression

Substance abuse usually takes years to emerge, with the use of seemingly less serious substances generally preceding the use of more serious forms of illegal drugs. Substance use that begins in junior high and high school develops according to an orderly sequence, with wine or beer drinking as the first stage of use. Following is a second stage consisting of smoking and/or liquor use, which in turn may be succeeded by marijuana as the third stage. A final stage includes the use of hard drugs (Kandel 1975). Not all substance-using youth, of course, progress through all these stages. But almost invariably, a child who has used marijuana or other illegal substances has attained this behavior after previous use of gateway substances such as alcohol and tobacco.

Advancement to a higher stage of use does not mean that the substance use characteristic of an earlier stage is discarded; instead, it is quite common that early substance-use patterns are retained when new ones are added. Thus, youngsters who have started to use marijuana are much more likely to continue their previous behaviors of smoking and drinking alcohol.

It is not yet certain if the developmental progression in substance use observed in adolescents can also be found in substance-using children during the elementary school years. It is unclear whether the patterns of use in these younger children indicate haphazard experimentation or reflect an orderly developmental sequence.

Studies show that an early age of onset of substance use (typically prior to age 12) is associated with later multiple use of drugs (Kandel 1982). Again, it is crucial to know more about the early phases of substance use in young children.

What are the characteristics that may distinguish those who become abusers from those who do not? How early in children's lives can such distinctions be noted? How early do children start sampling multiple substances? Can early patterns of experimentation with substances predict later frequent and habitual use?

Substance use and delinquency

Another important issue is the extent to which substance use is associated with conduct problems and delinquency. Do the two already co-occur early in the lives of children? And, if so, to what extent does the use of a single substance or the use of multiple substances relate to the severity of delinquent acts?

The overlap of early substance use with conduct problems and delinquent behavior goes beyond the fact that use of so-called "legal" substances is illegal for minors. The overlap also does not refer to law-breaking behaviors that may facilitate the use of substances, such as theft of alcoholic beverages. Instead, early substance use is closely associated with a greater variety of other, seemingly unconnected, serious problem behaviors.

We know from studies on older children that their involvement in any drug use increases the likelihood of subse-

Welmoet B. van Kammen, Ph.D., is a data administrator and Rolf Loeber, Ph.D., the principal investigator on the Pittsubrgh Youth Study, Western Psychiatric Institute and Clinic, School of Medicine, University of Pittsburgh.

quent conduct problems and delinquent acts. Early problem behavior has been found to predict adolescent substance use. It is unclear, however, if substance use in young children is indicative of concurrent conduct problems and delinquency, or at what age the overlap between the two types of behaviors manifests itself. We also do not know if the relationship between these problem behaviors becomes apparent in school as well.

The Pittsburgh Youth Study

In an effort to obtain a clearer picture of the developmental sequence of problem behaviors in young children, the Pittsburgh Youth Study began as a longitudinal study to examine the causes and correlates of early forms of delinquency and substance use. In the spring of 1987 and 1988, 2,573 boys enrolled in public schools in Pittsburgh were randomly selected from the first, fourth, and seventh grade. The boys were interviewed in their homes. Primary caregivers (usually their mothers) were also asked to participate in separate interviews. Privacy was safeguarded in such a way that other members present in the household could not overhear the interviews, and the child and mother/caregiver were assured that the information they provided was confidential. All participation was voluntary.

The mean ages for the first-, fourth- and seventh-graders were 6.9, 10.2 and 13.2 years, respectively, at the time of the interviews. The percentages of African-American boys in the three different grades were 54.3 percent, 51.8 percent and 53.5 percent, respectively, while the remaining boys were mostly Caucasian. These percentages were representative of the population of students in the first, fourth and seventh grades in the Pittsburgh Public Schools.

About half of the sample (56.2 percent) lived in households where the main caregiver had been separated, divorced, widowed or never married; 42.3 percent of the boys did not have a father or acting father in the home. High school had not been completed by 21.2 percent of the mothers or acting mothers, while at the other extreme, 17.2 percent had earned a college degree. For fathers or acting fathers living with the child, the corresponding figures were 30.6 percent and 20.9 percent, respectively. The total cooperation rate of the children and their caregivers was 84.7 percent.

Measures

The questionnaires for the seventh-graders covered 40 different types of antisocial behaviors and 16 kinds of drugs/substances. For instance, the boys were asked if they had stolen things of differing values; if they had carried a weapon or had attacked somebody with a weapon; or if they had handled stolen goods. Some questions about school behavior, such as cheating on tests, skipping school and being suspended, were also covered.

For the first- and fourth-grade boys, the questionnaire was modified slightly from that used for the seventh-graders, because some of the questions were considered too difficult for the younger children to understand. In addition, some items dealt with problem behaviors such as joy riding and the illegal use of credit cards, which younger children were not very likely to have experienced. Also, these youngsters were not asked about illegal drugs, except for the use of marijuana.

The questionnaire for the first- and fourth-graders included items such as stealing a bike, stealing from a store and setting a fire. The younger children were also asked if they had been sent home from school, if they had damaged or taken things belonging to school and if they had hit another student. For all questions, the boys were first asked if they had ever engaged in the behavior; if they had, they were then asked how often they had done so in the previous six months.

Prevalence of substance use

A consistent increase in the use of each kind of substance was observed across grades. Between the first and seventh grades, smoking tobacco and the use of wine, hard liquor and marijuana increased by at least a factor of 10. The prevalence of beer drinking multiplied by a factor of seven.

Most of the salient increases occurred between grades four and seven. For instance, smoking increased from 3.4 percent in the first grade to 9.3 percent in the fourth grade and 34.7 percent in grade seven. A notable 7.8 percent of the first-graders had already been drinking beer, compared to more than half of the subjects in the seventh grade.

When the use of substances was restricted to those used in the past six months, the pattern of use showed similar increases for the different grades as

were shown for the lifetime rates. For instance, smoking during the previous six months was reported in 2.1 percent of the first-graders and increased to 4 percent in grade four and 13.3 percent in grade seven.

Use of multiple substances

As expected, the lifetime use of one substance was frequently associated with use of one or more other substances. More than half of the boys in the first and fourth grade who had consumed wine, 53.8 percent and 59 percent respectively, had also consumed beer.

Moreover, 23.1 percent of the first-graders and 30.8 percent of the fourth-graders who had consumed wine had also smoked cigarettes. Of the fourth-graders who had smoked, almost one-third (30.9 percent) also had been involved in drinking beer.

For the seventh-graders, an even more significant overlap between the different forms of substance use was observed. The use of marijuana overwhelmingly indicated the use of other substances, with over 83 percent of the marijuana users admitting to smoking tobacco and consuming beer or wine. Drinking hard liquor strongly implied the use of beer, wine and tobacco, but not necessarily the use of marijuana. Most smokers (80.1 percent) were also beer drinkers, while only half of the beer drinkers were smokers.

Even for the six-month recall period, the associations between the different substances remained significant for all of the previously mentioned combinations. For instance, all marijuana users and 92.9 percent of the hard liquor users had also been drinking beer in the previous six months. The association between marijuana and hard liquor use remained the same.

Thus the large majority of those seventh-graders who had consumed developmentally advanced substances (such as hard liquor or marijuana) also had used substances that typically occur earlier in the developmental sequence (such as beer, wine or cigarettes).

To what extent is early substance use associated with problem behavior in schools? To examine this question closely, first- and fourth-grade users were categorized as non-users, single users and multiple users. The seventh-graders were classified as those who had never used a substance; those who had used beer, wine and/or cigarettes; those who had used hard liquor; and those who had used marijuana. Thus, the students who had been involved with more advanced substances were separated from those who had been involved with lesser substances.

First- and fourth-graders

Belonging to a more serious group of substance users significantly increased the likelihood of involvement in conduct problems and delinquency. For instance, trespassing was reported by 9 percent of the first-graders and 14.4 percent of the fourth-graders who had never experimented with any substance. This increased to 31.2 percent and 37.6 percent, respectively, for the first- and fourth-graders who had used a single substance, and to 45.8 percent and 67.9 percent, respectively, for boys who had already experimented with multiple substances. A similar pattern was observed for other conduct problems and delinquent behaviors, with the likelihood of involvement in anti-social behavior dramatically increasing concurrently with the level of substance use.

The higher the level of substance use, the greater the rate of school-related problem behaviors in first- and fourth-grade boys. Almost 80 percent of the first-grade multiple substance users had also been involved in a fight with other students, while almost 40 percent of the fourth-grade multiple substance users reported cheating on a school test.

Also examined was whether increased involvement in delinquent acts was significantly higher among the different groups of substance users. This was done by separately comparing the non-users with the single-substance users, and the single-substance users with the multiple-

substance users.

Unexpected results

Surprisingly, significant increases in conduct problems and delinquent acts, such as theft and vandalism at school, were more frequently observed between the single-substance-use group and the multiple-substance-use group for first-grade boys than for fourth-grade boys. Advancement into more serious substance use was related more to conduct problems and delinquency for first-graders than for fourth-graders. This conclusion is supported by findings showing that, prior to adulthood, a developmental pathway of exclusive substance users emerges that is distinct from the developmental pathway of substance-using

youngsters who are delinquent as well (Loeber 1988).

On the other hand, fourth-grade single substance-users (compared to non-users) engaged in a higher variety of these problem behaviors than did single-substance first-grade users. Fourth-grade boys who had used a single substance had skipped school, been sent home from school for misbehavior and stolen things from school significantly more often than the boys who had never used any substance.

Some of the significant associations for different groups of substance users with certain problem behaviors, like fire setting, spray painting and skipping school, were unique for the fourth-graders but not for the first-graders. These problem behaviors were characterized as activities away from the home, where adult supervision was unlikely. In contrast, for the first-grade boys, unique associations of problem behaviors and different groups of substance users primarily involved acts at home, such as damaging family property and hitting a sibling.

Seventh-graders

The degree of advancement into the substance use sequence for the seventh-graders was clearly accompanied by increased involvement in a larger variety of more serious conduct problems and delinquent acts.

Increased involvement in substance use increased their likelihood of school-related problem behaviors. Though aggressive behavior and vandalism in school were not charted with their group, data were collected on cheating, skipping school and being suspended from school. Seventh-graders who had already experimented with marijuana were also very likely to have skipped school (73.6 percent) and to have been suspended from school (84.9 percent). These behaviors were also frequently reported in the group of boys who had already reported the use of hard liquor (60.6 percent).

Comparisons between different groups of substance users showed that boys who consumed liquor were significantly more likely to report serious delinquent acts, such as joy riding and carrying a weapon, than boys who had only tried beer, wine and/or smoking. This behavior was further accelerated in those who admitted to marijuana use. Almost one-third of the boys (30.2 percent) who had used marijuana also reported attacking someone with a weapon, while only 9.1 percent of the boys who had used hard liquor had been involved in such an attack. Three-quarters of the marijuana users admitted to shoplifting (73.6 percent) compared to 47 percent of the liquor-using group who admitted the same.

The findings may be interpreted to show that as boys advanced into the substance-using sequence, they became less inhibited — resulting in delinquent acts. Examples of "disinhibition" are being loud, being drunk in public places, gang fights, attacks with weapons and hitting to hurt. Unfortunately, the proportion of such delinquent acts that were committed while under the influence of a substance was not studied.

An important link

This study showed an important link between advancement in substance use and involvement in anti-social and delinquent behavior. The result was replicated across the three grade samples. In particular, it showed that increased penetration into the substance use sequence was related to higher incidence of school-related problem behaviors.

The present results need to be validated by additional data from longitudinal studies. Prospective data collected on children's substance use and delinquent behavior will extend knowledge about both the developmental sequences and interaction of these two types of problem behavior.

A dual focus on substance use and delinquency may be particularly necessary for prevention studies. Substance use and conduct problems and delinquent behaviors appear to be more closely related during early childhood than in adolescence.

It may also help to determine which early pattern of use is predictive of later continued use, focusing on which particular pattern of substance use is associated with subsequent law violations and mental health problems. Follow-up data being collected on a subsample of 1,500 boys in the Pittsburgh Youth Study will no doubt increase knowledge of these interactions over time.

In any event, substance abuse education for children in elementary school may very well serve a two-fold purpose — preventing drug and alcohol use and forestalling delinquent behaviors.

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BY TERENCE P. THORNBERRY

Which comes first — delinquent behavior or association with delinquent peers? Interactional theory research suggests that both are correct and that these factors mutually influence each other over time.

'Birds of a feather'

Criminologists have demonstrated a strong relationship between youths having friends who are delinquent and engaging in delinquent behavior themselves. This oft-researched relationship can be seen in two interconnected observations.

First, a great deal of delinquent conduct is committed in the company of others. That is, many delinquents commit their delinquent acts when they are with friends. This was observed earlier this century by researchers Shaw and McKay (1942) and has been discussed more recently by Zimring (1981) and by Reiss and Farrington (1991). This represents the more direct link between peers and delinquency.

Second, perhaps the strongest correlate of delinquency is association with peers. Adolescents who are delinquent are apt to have friends who are delinquent; adolescents who are non-delinquent are apt to have friends who are non-delinquent. This has been demonstrated in countless studies, including the works of Akers et al. and Johnson and Elliott et al. This is the more general link between peers and delinquency.

In the effort to understand delinquent conduct, there appears to be little evidence disputing the fact that peers are an important factor to consider. This is confirmed by common sense and general observations, as well as scientific study.

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Theoretical Controversy

While the empirical observation that delinquent peers and delinquency go hand in hand appears indisputable, the meaning of this relationship is not so clear-cut. In fact, there is little agreement about the causal relationship between these variables. Does associating with delinquent peers cause delinquency or does engaging in delinquency cause one to associate with other delinquents?

Some researchers support a peer pressure or peer influence model. According to this view, the delinquent peer group influences individual members of the group to be delinquent. The group appears to positively reinforce the delinquency of the individual. The more these rewards increase over time, the greater the likelihood that the person will continue being delinquent. In a very real sense, the group corrupts the individual. In this model, associating with delinquent peers is seen as a major cause of delinquency.

This argument is powerful and persuasive. Everyone has experienced pressure from friends to behave in certain ways, so it is reasonable to think that delinquents are pressured by their delinquent friends to be delinquent. It is so persuasive that this relationship is generally discussed by laypersons and the mass media in exactly this manner. That is, one of the most common explanations for delinquency is "peer pressure."

As persuasive as this idea is, however, it is not the only way to understand the relationship between having delinquent peers and being delinquent. Another model is available, one to which researchers generally refer as the selection model. In this concept, delinquent behavior is caused by other factors, including poor parenting, low self-esteem, poverty and frustration because of school failure. Youths who are already delinquent then select each other as friends.

This too is a powerful and persuasive argument. Individuals often associate with people from their workplace. Teachers, for example, often have friends who are teachers. However, these friends did not influence the original choice to become a teacher. Something else caused the individual to elect a career as a teacher. A selection process then increases the odds that teachers will "hang around" together.

The selection model makes the same type of argument with respect to delinquency. With this view, some external factors cause youths to be delinquent first; then, the more delinquent they are, the more probable is their association with other delinquents.

Policy implications

Thus there are two contradictory models of the relationship between associating with delinquent peers and engaging in delinquency. In the peer influence model, associating with delinquent peers causes delinquency. In the selection model, prior delinquency causes adolescents to associate with other delinquents. Does it make a difference which model is correct?

The implications of this difference with regard to the formation of effective policy are quite important. The most effective way to change something is to identify causal factors and alter them. Therefore, the proper identification of such factors is central to the development of effective intervention.

The peer influence model states that associating with delinquent peers is a major cause of delinquency. It then follows that delinquency intervention programs should be designed to both break up delinquent peer groups and teach youth to avoid negative peer influence. Many programs of this type already exist.

On the other hand, the selection model says that associating with delinquent peers is an effect, not a cause, of delinquency. It then follows that intervention programs should not be targeted at delinquent peers — the real causes of delinquency lie elsewhere. Resources targeted at breaking up the peer group are likely to be ineffective since, after all, the group's behavior is only "birds of a feather flocking together."

Thus it does make a difference which of these two models is correct. An accurate understanding of the causes of delinquency leads directly to policy choices concerning proper ways to prevent and treat delinquency. Because of this, criminological researchers have attempted to analyze both models to see which is more accurate. To date, however, they have not resolved the issue.

A third model

Because this issue remains unresolved, a third model that explains the correlation between associating with delinquent peers and engaging in delinquency has been proposed. It is called interactional theory (Thornberry 1987). It maintains that both socialization and selection processes take place — people interact with one another over time so that they mutually influence each other's behavior.

Associating with delinquent peers increases delinquency. Such peer groups provide normative support for delinquency; they define delinquency as acceptable behavior and erode support for conventional values. In addition, the peer group positively reinforces delinquent behavior. The more the group rewards delinquency, the more probable it is that the person will commit delinquent acts. This is similar to the socialization perspective discussed earlier.

But this is only half the story. The second hypothesis contends that delinquent behavior also causes association with delinquent peers. The more a person engages in delinquency, the more likely he will be to select other delinquents for associates. In general, it is implausible that serious delinquents will associate with "saints" or that "saints" will associate with serious delinquents. Thus being delinquent causes one to select other delinquents as friends, a view similar to the selection perspective discussed earlier.

This seems to be the way youngsters behave in the real world. They get into trouble and begin to hang around with the "wrong" crowd, which gets them into more trouble. Then, they hang around with an even tougher crowd, and so on. Conversely, youngsters who are able to stay out of trouble seem to associate with the "right" crowd, which helps them keep out of trouble.

If the interactional theory model is accurate, associating with delinquent peers increases a person's involvement in delinquency and engaging in delinquency increases a person's association with delinquent peers. This pattern of associations should be supported with empirical evidence. The issue is examined using data from the Rochester Youth Development Study (RYDS).

Rochester Youth Development Study

RYDS is a longitudinal study of serious delinquency and drug use. A sample of adolescents and their parents are interviewed at six-month intervals to better understand the factors associated with the development of delinquency. The present analysis is based on responses from the first six interviews, conducted with the adolescents during the spring semester of the seventh or eighth grade through the fall semester of the 10th or 11th grade.

Sample selection

The RYDS sample consists of 987 students who attended the seventh and eighth grades of Rochester public schools during the 1987-1988 academic

year. To ensure that serious chronic offenders were included in the study, the sample overrepresented youth at high risk for engaging in delinquency.[1] The data has been adjusted or "weighted" to represent the total seventh- and eighth-grade population.

Once the sample was selected and the students and parents provided informed consent to take part in the study, the first round of interviews began. The student interviews usually took place in a private setting in the school, but those who were hard to locate at school were interviewed at home.

By the sixth round of interviews, 90 percent of the original sample of students remained in the panel. The adolescents interviewed in round six were compared with the initial sample of 987 in terms of demographic characteristics and delinquent behavior. The respondents who had dropped out of the study were no different than those who had remained in the study.

Hypotheses

If the interactional theory is proven accurate, two types of relationships should exist.

1. Having delinquent friends and engaging in delinquent behavior should be related. That is, the more one associates with delinquent peers, the more one should report being delinquent.

2. Having delinquent friends at one point in time should be associated with committing delinquent behavior at a later time; and committing delinquent behavior at one time should be associated with having delinquent friends later. Over time, these variables should mutually influence each other.

Measures

To test the hypotheses of this study, two concepts are measured — associating with delinquent peers and engaging in delinquency. Both are measured with responses from the adolescent interviews. Peer delinquency is based on questions that ask respondents how many of their friends committed any of eight delinquent acts. Response categories range along a four-point scale, from "most of them" to "none of them." The eight delinquent behaviors range from skipping school and damaging property to more serious crimes of assault and robbery. The eight responses are added together to form this scale.

Delinquent behavior is measured by responses to the self-reported delinquency items included in the adolescent interview. At each round, the respondents were asked how often they committed each of 32 delinquent acts during the past six months.[2] For this analysis, a subset of "street crimes" was selected, consisting of 13 items that refer to relatively serious types of offenses such as burglary, robbery and assault.

Results

The results of the cross-sectional analysis of the relationship between association with delinquent friends and street delinquency show that they are strongly related to each other.

Of respondents who have relatively few delinquent friends at year one, 20.8 percent report committing at least one street crime and 79.2 percent report no street crimes. On the other hand, of those respondents who have more delinquent friends at year one, 37.6 percent report having committed street crimes and 62.4 percent do not. Thus incidence of street crime increases as one moves from having fewer delinquent friends to having more delinquent friends.

The same type of relationship is seen at year two and year three. Indeed, this association seems to become stronger with time. By year three, 7.1 percent of the respondents with fewer delinquent friends report committing street crimes, but 34.4 percent — nearly five times as many — of those with a greater number of delinquent friends do so.

These findings clearly indicate that there is a strong correlation between association with friends who are delinquent and committing street crimes. From these cross-sectional analyses, however, it is not possible to determine whether this relationship is a result of peers influencing one another toward delinquent beehaviors or youngsters selecting friends who engage in the same type of activities. Of course, as friends interact with one another, both socialization and selection could be occurring.

To examine this issue, it is necessary to isolate the measures of peer delinquency and respondent delinquency. First, the impact of early association with delinquent peers on subsequent indicators of delinquency was examined. Next, the impact of early delinquent behavior was compared with later peer delinquency.

It is clear from the data that there is a strong relationship between associating with delinquent peers at one point in time and subsequent involvement in

street crimes. Associating with fewer delinquent peers at year one is related to relatively low involvement in street crimes at year two (15.7 percent), but having more delinquent peers at year one is associated with higher involvement in street crimes at year two (44.0 percent).

The same kinds of relationships are seen as one moves from year two to year three. If, in year two, one had fewer delinquent friends, then involvement in street crimes in year three is rather low — 9.7 percent; but, if in year two, one had more delinquent friends, then involvement in street crimes at year three is higher — 23.5 percent.

Both of these findings suggest that associating with delinquent friends leads to higher involvement in delinquency. This is consistent with a socialization effect.

Next, the temporal order of these two variables is reversed and the relationship between earlier involvement in street crimes and the subsequent association with delinquent peers is examined. A strong relationship is again observed.

Youngsters who commit street crimes at an earlier point in time are quite likely to associate with delinquent peers at subsequent times. Of those who did not report street crimes at year one, 22.7 percent had "more" delinquent friends at year two; but of those who reported street crimes at year one, 60.1 percent had "more" delinquent friends at year two. The same pattern was seen from year two to year three. Of those who do not report street crimes at year two, 19.9 percent have "more" delinquent friends at year three; of those who do report street crimes at year two, 48.5 percent had "more" delinquent friends at year three.

These results clearly suggest that committing street crimes at one point in time is associated with having a greater number of delinquent friends at a later point in time. This is consistent with a selection effect.

Panel models

These results strongly suggest that peer delinquency and delinquent behavior are mutually or reciprocally interrelated. Neither the socialization nor the selection model was eliminated, suggesting that both these processes are at work.

Although the preceding analysis supposes that these variables are reciprocally related, the issue cannot be settled by relying on cross-tabular analysis in which the relationships are examined separately. To address this issue more directly, a panel model using the first five rounds of data from the Rochester Youth Development Study is estimated. From this, results are provided that simultaneously estimate the effects of street crimes on peer delinquency and of peer delinquency on street crimes.[3]

Beginning at round one, it can be seen that associating with delinquent peers increases delinquent behavior at round two (positive effect of .17). Then, at round two, delinquent behavior increases the chances of associating with delinquent peers (positive effect of .36). The process repeats itself. From round two to round three, associating with delinquent peers increases delinquency (.11) and then delinquency increases delinquent peer associations (.29), and so on.

This panel model indicates that associating with delinquent peers and engaging in delinquency are reciprocally related. Over time, peer associations increase the likelihood of delinquency. Delinquent behavior further isolates the person within delinquent peer networks, and that in turn further increases the likelihood of delinquent behavior. Neither factor can be considered simply as a cause of the other — over time, each factor exerts a similar causal impact on the other.

Delinquent relationships

Interactional theory proposes that associating with delinquent friends does cause one to be more delinquent. But being delinquent also causes one to associate with more delinquent friends. The empirical results presented here are most consistent with this view. These two variables appear to mutually influence each other over the course of life. This suggests the need to take this dynamic influence into account as society tries to understand the development of delinquency and prevent it.

Endnotes

1. The oversampling is done in two ways. Males are oversampled because they are more likely to be chronic offenders and to engage in serious delinquent behavior than are females (75 percent versus 25 percent). In addition, students are selected proportionately to the resident arrest rates of the census tracts in which they lived when the sample was drawn.
2. Prior research has demonstrated that this is a valid and reliable way of measuring delinquency.
3. The analysis reported here is a very simplified version of the type of analysis needed to examine the issue of reciprocal relationships for these variables. More complete analyses are reported in Krohn et al. 1991 and Thornberry et al. 1992.

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BY DAVID HUIZINGA AND FINN ESBENSEN

Successfully handling chronic offenders is an enormous challenge. New research examines the effectiveness of current juvenile justice policies and practices in Denver, Colorado.

An arresting view of juvenile justice

During the past three decades, differing opinions regarding the value and outcome of the arrest and incarceration of juveniles have flourished. One view, the labeling perspective, focuses on the effect of arrest and juvenile justice processing on the future behavior of juvenile offenders. It has been suggested that following arrest and processing, the way others perceive offenders, as well as the way others respond to them, is changed.

As a result of being identified by arrest and processing, youths are labeled or tagged as being "bad kids." Because of the label, reactions to the youths by parents, teachers, friends and others may change and alter normal social activities. The end result is a perception of themselves as "bad kids."

The act of official sanctioning thus produces a label that hinders normal prosocial development. It causes youths to identify themselves as bad, seek out other "bad" kids, and become the very thing that they have been called. This, together with learning experiences and new friends, leads to an escalation of future illegal behavior (Paternoster and Iovanni 1989).

A different perspective concerns not only the effect of arrest and official processing on the future behavior of the offender but also the effect of the official sanctioning on the behavior of others. In this concept, arrest and processing are considered negative experiences that serve to deter the offender from future illegal behavior. By way of example, it also inhibits others from engaging in this behavior. This deterrence perspective suggests that arrest and official processing are important not only for reduction of future illegal behavior, but also for reinforcement of belief in the rules and laws of society within others (Smith and Gartin 1989).

A third view is based upon a doctrine of incapacitation — protecting society from future illegal behavior by identifying, arresting and incarcerating offenders early in their criminal career. Based on a "get tough" arrest orientation and incarcerating offenders so that they are removed from society, incapacitation serves to protect others from future victimization by these offenders.

A lack of consensus

Each of these three viewpoints have advocates and opponents. While each view may have merit, and descriptions of particular youths exist to illustrate each view, the appropriateness of each point of view can be questioned. Currently, there is a lack of consensus regarding the effect of arrest on future delinquent behavior, though both the labeling and deterrence perspectives have some research support. The research, to date, however, has not been supportive of the incapacitation perspective.

Three reasons for the failure of incapacitation to have a major impact on juvenile crime rates are often given. First, as evidenced by the FBI's Uniform Crime Reports and by supporting, attendant data, only a fraction of all offenders are arrested or are brought to the formal attention of the police. Thus only a small subset of the offending population will ever be prevented from offending during a period of incapacitation.

Second, a continuous and relatively unlimited supply of individuals is available to replace those who do get caught and/or incapacitated.

Third, as evidenced by past research, a number of offenders are essentially "experimenters" and will not repeat their offenses after the first time, without any form of official intervention. For this rather substantial group, incapacitation seems an unnecessary, and perhaps, unproductive policy (Wolfgang and others 1972).

Federal and state policy differ

Against this background, it is interesting that federal and state policies appear to reflect adherence to somewhat different philosophies. The federal juvenile justice policy, as epitomized by the 1974 Juve-

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nile Justice and Delinquency Prevention (JJDP) Act, has been one of removing status offenders from the justice system and of reducing reliance upon committing youth to training schools.

In contrast, the states have been more adherent to a deterrence/incapacitation model. This has resulted in a drastic increase in the number of juveniles confined in both public and private detention facilities. The increase is especially marked in private facilities; between 1975 and 1987, private facilities experienced an increase of 122 percent in total admissions (Thornberry and others 1991). Yet, this increase in juvenile confinement has not resulted in any commensurate decrease in the juvenile crime rate (Schwartz 1989).

The Denver Youth Survey

Data from the Denver Youth Survey are used to examine who gets arrested, what kinds of offenses are committed, and the effect of arrest on a youth's subsequent delinquent behavior.

The Denver Youth Survey is a study of child and youth development sponsored by the Federal Office of Juvenile Justice and Delinquency Prevention. It involves both boys and girls who were 7, 9, 11, 13 and 15 years old at the start of the survey in 1987.

To understand their development, these youths and one of each of their parents have been followed and interviewed annually over the past five years, providing information about psychological and social development, families, friends, school, neighborhoods, as well as their involvement in pro-social activities, delinquency and drug use. Some information was provided by the youth of the study when they were 11, 13, 15 and 17 years old. It includes their involvement in delinquent behavior and their contacts with the police and other juvenile justice agencies. Arrests include citations for delinquent behavior, since citations are issued as an alternative to arrest for some offenses. (Traffic offenses are excluded from the data given in this article).

Who gets arrested?

To provide a description of the youth that are arrested, the proportions of various demographic groups arrested in 1989 were examined. Males have a higher probability of being arrested than do females; about 19 percent of the boys and 10 percent of the girls were arrested. Given the greater involvement of boys in delinquency more frequently reported, this is not too surprising. Of those arrested, about half of both boys and girls are arrested more than once during the year.

Differences in arrest rates for different race/ethnic groups were not found in the Denver neighborhoods surveyed. Although there were some differences, with Caucasians having somewhat lower arrest rates, statistically these differences were not significant. The age of juveniles, however, appears to be highly related to the probability of arrest, with older youths having higher arrest rates. Approximately one-fourth of the two oldest cohorts (25 percent of the 17-year-olds and 24 percent of the 15-year-olds) were arrested during 1989. This contrasts with 10 percent of the 13-year-olds and 3 percent of the 11-year-olds reporting an arrest during the year.

Types of offenses

Of additional interest are the types of delinquent behavior of the youths who are arrested. Are all the arrested youths serious delinquents? What proportion of the more serious offenders are arrested? What proportion of minor offenders are arrested?

To answer these questions, youths were categorized on the basis of the most serious type of offense they had committed during the year. The categories included (1) "street offenders" who are involved in offenses such as robbery, aggravated assault, auto theft, theft over $100 and gang fights; (2) "other serious offenders" who are involved in other offenses such as theft between $50-$100, minor assault and damaging property; (3) "minor offenders" who are involved in generally less serious behaviors and status offenses; and (4) "non-offenders" who are involved in no offenses or in trivial unrecorded behaviors. In this sequence of types, street offenders are the group most frequently involved in all kinds of delinquency, both serious and minor.

Given the greater involvement of street offenders in delinquency, is a greater proportion of these individuals arrested than that of the other groups?

The answer is yes. During 1989, 38 percent of the street offenders were arrested, while 17 percent of the other serious offenders, 14 percent of the minor offenders, and 4 percent of the non-offenders were arrested. Thus, in the mix of individuals coming to the attention of the police, roughly two-thirds of the arrestees are street or other serious offenders.

It is important to note, however, that although a greater proportion of street offenders are arrested and, together with other serious offenders, make up the majority of all arrestees, less than half of these active street offenders and about one-fifth of the other serious offenders are arrested in a given year. The majority are not arrested.

Although a good proportion of street and other serious offenders are arrested, they were not necessarily arrested for a serious offense. Because these individuals are also very frequently involved in minor offenses, they have a high probability of being arrested for a less serious offense. Examination of the most serious offense for which these individuals were arrested indicates that more than half of the arrested street and other serious offenders are arrested only for a minor delinquent act.

Effects of arrest on future behavior

As noted earlier, there is some debate about whether arrest deters or increases future delinquent behavior, or whether it has any effect at all. To examine this issue, changes in the level of delinquency involvement from 1988 to 1989 were examined for both arrested and non-arrested individuals. There is little indica-

tion that being arrested has had a deterrent effect on most of the individuals that were arrested.

Of the street and other serious offenders, 74 percent of the arrested and 61 percent of the non-arrested maintained their level of delinquency involvement in the following year. Additionally, most of the minor offenders and non-delinquents remained in the same low-level delinquency category the following year. However, within this low-level group, a greater percentage of the arrestees increased their delinquent behavior to more serious forms of offenses in the following year than did their counterparts who were not arrested.

It would be difficult to predict the effect of an arrest on any one particular adolescent, since the effect may not be similar for individual persons. However, considering the arrestees as a group, it appears that arrest has little overall effect on subsequent delinquent behavior, and may, in fact, have some tendency to increase the level of involvement in future delinquency for some youth. It clearly does not appear to have a deterrent effect for most of the individuals who are apprehended.

What happens to arrested youth?

As described previously, street offenders have a higher probability of being arrested than do other offender types. Because only 16 percent of cases were handled in an informal manner, there was a high probability that any individual case would go to court once arrested. Of those cases proceeding to court, most (82 percent) resulted in a fine in addition to some other punitive measure, including:

- probation (17 percent);
- restitution (18 percent);
- community service (34 percent); or
- commitment to a juvenile facility (10 percent).

(These categories of disposition are not mutually exclusive, since a case can receive multiple penalties. Hence the totals add to more than 100 percent.)

An additional question about the kind of treatment received by different types of offenders is also of interest. Are the more serious street offenders treated more severely by the justice system?

The answer appears to be yes. Separate flow charts for each of the delinquent types were constructed and results indicate that street offenders did receive more severe treatment by the justice system than did other offender types. Although street offenders comprise only 38 percent of youth appearing in court, they account for 55 percent of probation cases, 63 percent of restitution cases and 67 percent of youth committed to a training center.

Arrest is relatively common

These findings suggest that arrest is a relatively common occurrence for youth in the neighborhoods included in the Denver study. For the older youth, almost half are arrested before they become adults, most likely because of a minor offense. Arrest rates increase with age. Males are substantially more likely to come to the attention of the police, which is consistent with their differential rate of involvement in delinquency. No substantial racial differences were found.

The more serious street offenders have a higher probability of being arrested than do other types of youth, and these offenders are also the recipients of harsher sanctions following a court appearance. The findings also suggest, however, that the majority of street and other serious offenders do not get arrested. Among those arrested, the arrest had little effect in deterring most individuals from future delinquent behavior.

As a result, it seems that, in addition to good law enforcement, it is necessary to pay greater attention to prevention strategies to successfully reduce involvement in delinquent behavior. Although successfully handling known offenders is an enormous challenge, simply responding to delinquent acts, trying to apprehend and sanctioning active serious offenders is not enough. Programs that prevent delinquent behavior are needed for both the large number of active offenders that are not apprehended and those who have not yet begun their delinquent career.

The potential importance of prevention programs has implications for both the juvenile justice system and for schools. Schools can play a central role in preventing delinquency. School is a major part of the lives of our youth. However, not only are safe, orderly and secure schools needed, but also management, teaching and extracurricular practices that lead to success for all children — not just some of them. Some innovative programs in this direction have been designed.

In addition, schools often are seen as the first source of help sought by parents of troubled youth, and schools could provide an important function in this regard. Under these circumstances, a consideration of opportunities for schools and the expansion of school activities in delinquency prevention strategies and programs seems clearly warranted.

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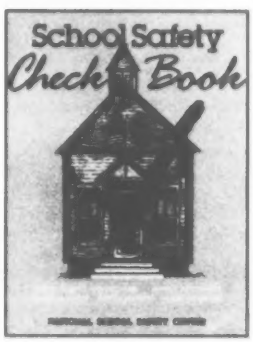
Prepared under grants from the Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice (86-JN-CX-0006) and the National Institute of Drug Abuse (R01-DA-05183). Points of view or opinions expressed in this paper are those of the authors and do not necessarily represent the official positions or policies of these agencies.

NSSC Publications

The National School Safety Center (NSSC) serves as a national clearinghouse for school safety programs and activities related to campus security, school law, community relations, student discipline and attendance, and the prevention of drug abuse, gangs, weapons and bullying in schools.

NSSC's primary objective is to focus national attention on the importance of providing safe and effective schools. The following publications have been produced to promote this effort.

School Safety News Service includes three symposium editions of *School Safety*, newsjournal of the National School Safety Center, and six issues of *School Safety Update*. These publications feature the insight of prominent professionals on issues related to school safety, including student discipline, security, attendance, dropouts, youth suicide, character education and substance abuse. NSSC's News Service reports on effective school safety programs, updates on legal and legislative issues, and reviews new literature on school safety issues. Contributors include accomplished local practitioners and nationally recognized experts and officials. ($119.00 annual subscription.)

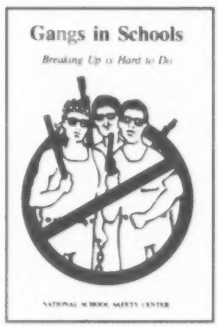


School Safety Check Book (1990) is NSSC's most comprehensive text on crime and violence prevention in schools. The volume is divided into sections on school climate and discipline, school attendance, personal safety and school security. Geared for the hands-on practitioner, each section includes a review of the problems and prevention strategies. Useful charts, surveys and tables, as well as write-ups on a wide variety of model programs, are included. Each chapter also has a comprehensive bibliography of additional resources. 219 pages. ($15.00)

Set Straight on Bullies (1989) examines the myths and realities about schoolyard bullying. Changing attitudes about the seriousness of the problem are stressed. It studies the characteristics of bullies and bullying victims. And, most importantly, it provides strategies for educators, parents and students to better prevent and respond to schoolyard bullying. Sample student and adult surveys are included. 89 pages. ($10.00)

Child Safety Curriculum Standards (1991) helps prevent child victimization by assisting youth-serving professionals in teaching children how to protect themselves. Sample strategies that can be integrated into existing curricula or used as a starting point for developing a more extensive curriculum are given for both elementary and secondary schools. The age-appropriate standards deal with the topics of substance abuse, teen parenting, suicide, gangs, weapons, bullying, runaways, rape, sexually transmitted diseases, child abuse, parental abductions, stranger abductions and latchkey children. Each of the 13 chapters include summaries, standards, strategies and additional resources for each grade level. 353 pages. ($75.00)

Right to Safe Schools: A Newly Recognized Inalienable Right (1983) is a detailed, fully annotated explanation of the safe schools provision of the California state constitution and its many implications. 20 pages. ($3.00)



Gangs In Schools: Breaking Up Is Hard to Do (1988) offers an introduction to youth gangs, providing the latest information on the various types of gangs — including ethnic gangs, stoner groups and satanic cults — as well as giving practical advice on preventing or reducing gang encroachment on schools. Already in its seventh printing, the book contains valuable suggestions from law enforcers, school principals, prosecutors and other experts on gangs. The concluding chapter describes more than 20 school- and community-based programs throughout the country that have been successful in combating gangs. 48 pages. ($5.00)

School Crime and Violence: Victims' Rights (1986) is a current and comprehensive text on school safety law. The book offers a historical overview of victims' rights, describes how it has been dealt with in our laws and courts, and explains its effect on America's schools. The authors cite legal case histories and cover current school liability laws. The book explains tort liability, sovereign immunity, duty-at-large rule, intervening cause doctrine and foreseeable criminal activity, as well as addressing their significance to schools. The concluding chapter includes a "Checklist for Providing Safe Schools." 106 pages. ($15.00)

Educated Public Relations: School Safety 101 (1986) offers a quick course in public relations for school district public relations directors, administrators and others working to achieve safe, effective schools. The book explains the theory of public relations and successful methods for integrating people and ideas. It discusses how public relations programs can promote safe schools and quality education and gives 101 specific ideas and strategies to achieve this goal. The text includes a special chapter by Edward L. Bernays, considered by many as the father of contemporary public relations, which updates his classic work *The Engineering of Consent*. 72 pages. ($8.00)

The Need To Know: Juvenile Record Sharing (1989) deals with the confidentiality of student records and why teachers, counselors, school administrators, police, probation officers, prosecutors, the courts and other professionals who work with juvenile offenders need to know and be able to share information contained in juvenile records. When information is shared appropriately, improved strategies for responding to serious juvenile offenders, and for improving public safety, can be developed. The second part of the book reviews the legal statutes of each state, outlining which agencies and individuals are permitted access to various juvenile records and how access may be obtained. A model juvenile records code and sample forms to be used by agencies in facilitating juvenile record sharing also are included. 88 pages. ($12.00)

Points of view or opinions are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice, U.S. Department of Education or Pepperdine University. Prices subject to change without prior notification.

Resource Papers

The National School Safety Center (NSSC) has produced a series of special reports on a variety of topics related to school safety. Each NSSC Resource Paper provides a concise but comprehensive overview of the problem, covers a number of prevention and intervention strategies, and includes a list of organizations, related publications, and article reprints on the topic.

Safe Schools Overview offers a review of the contemporary safety issues facing today's schools, such as crime and violence, discipline, bullying, drug/alcohol trafficking and abuse, gangs, high dropout rates, and school safety partnerships.

Alternative Schools for Disruptive Youth thoroughly covers the historical background of alternative schools and the academic research that has been done on their effectiveness.

Corporal Punishment in Schools outlines the arguments for and against corporal punishment. It also discusses the alternatives to corporal punishment that have been developed by schools and psychologists.

Drug Traffic and Abuse in Schools, after summarizing students' attitudes and beliefs about drugs, covers drug laws and school rules; the legal aspects of student searches and drug testing; and the connection between drug use and truancy, crime and violence.

Weapons in Schools outlines a number of ways to detect weapons on campus, including using searches and metal detectors, establishing a security force, and eliminating book bags or lockers where weapons can be hidden.

Role Models, Sports and Youth covers a number of programs that link youth and sports, including NSSC's urban school safety campaign that uses professional athletes as spokesmen; several organizations founded by professional athletes to help youth combat drugs; and a number of programs established to get young people involved in school or neighborhood teams.

School Bullying and Victimization defines bullying, offers an overview of psychological theories about how bullies develop, and covers intervention programs that have been successful.

School Crisis Prevention and Response identifies principles and practices that promote safer campuses. Reviews of serious schools crises — fatal shootings, a terronst bombing, armed intruders and cluster suicide. Interviews with the principals in charge also are included.

Student and Staff Victimization, after outlining schools' responsibility to provide a safe educational environment, covers strategies for dealing with victimization.

Student Searches and the Law examines recent court cases concerning student searches, including locker searches, strip searches, searches by probation officers, drug testing, and searches using metal detectors or drug-sniffing dogs.

Increasing Student Attendance, after outlining the problem and providing supporting statistics, details strategies to increase attendance by preventing, intervening with and responding to students who become truants or dropouts.

Display Posters

"Join a team, not a gang!" (1989) — Kevin Mitchell, home run leader with the San Francisco Giants.

""The Fridge says 'bullying is uncool!'"" (1988) — William "The Fridge" Perry, defensive lineman for the Chicago Bears.

"Facades..." (1987) — A set of two, 22-by-17-inch full-color posters produced and distributed to complement a series of drug-free schools TV public service announcements sponsored by NSSC.

All resources are prepared under Grant No. 85-MU-CX-0003 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice. Points of view or opinions in these documents are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice, U.S. Department of Education or Pepperdine University. ***Prices subject to change without prior notification.*** *Charges cover postage and handling.* ***Check must accompany order.***

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BY BETTY G. CLEFFMAN

Students themselves report that using drugs adversely affects their performance and behavior. A clear no-tolerance policy and active classroom management can help to curb student drug use.

Drug use and discipline: a distressing connection

School discipline and student drug abuse continue to be major concerns among educators and the general public (Moles 1991). Student drug abuse insidiously impairs a school's mission to develop the full potential of all students. The widespread use of drugs by school-aged youth is well documented, but less evident is what to do about student drug abuse and its obvious connection to school discipline.

An inside look at behaviors associated with student drug abuse, coupled with a broad view of classroom and schoolwide discipline, will provide better understanding for a response to this problem. Specific suggestions for educators, parents, students and the community will follow. For the sake of definition, "use" and "abuse" are used interchangeably, since illicit use of drugs by youth is abuse. Additionally, use of the term "drugs" includes alcohol, the leading drug of choice among school-aged youth.

An inside look

Frank discussions among drug-using students abound in the literature. While these do not represent hard research, they do provide stark accounts of both student drug practices and student perceptions of their effects. The following samples are representative of many such reports on the pervasiveness of student drug use and its influence on school performance and behavior.

Jackson and Jackson (1983) interviewed high school students from middle-class, suburban neighborhoods. Asked what percentage of students in her school smoked marijuana regularly, one student reported a staggering 85 to 90 percent; also that almost everyone had tried it. She added that more than half the kids in her school had "tried tripping, maybe 60 percent. But I think only 25 to 30 percent still do it regularly." Another stated that kids brought bourbon and scotch and all kinds of drugs to school.

Lamenting that a closed campus in junior high forced him to "get high" in the bathroom, one individual preferred his high school's open campus. During free periods he could "jump out to the back of the school and everybody would be back there getting high and drinking."

Regarding schoolwork and behavior, one boy admitted that marijuana adversely affected him during school: ". . . when I wake up, I feel really burned out. I can't study at all when I smoke pot . . . if you smoke a joint at two in the afternoon, at five you're still a little drowsy." One girl remembers getting high before typing a paper: "I can sit down and do it and it will seem really easy. Then I'll go back and read it when I'm straight and I'll say, 'how could I have written something like that?'" One explained what it was like trying to hide his "stoned" condition: ". . . you just sit there and try to survive without blowing it. You just hang in there. That's a waste of class right there. Sometimes you get too high so you can't even go to class because you're afraid." Many students reported that smoking marijuana in school saps their ambition, as in one comment: "You just doodle or go to sleep."

Beschner, Friedman, and colleagues (1986) interviewed students from around the United States who had similar reports on school performance and behavior. One student described feeling paranoid in class because he had smoked pot. Another, who reported using "a lot of acid," explained, ". . . when I took my exams, I couldn't even see the paper. The teacher came up to me and I started laughing at her face."

A young client in counseling confessed feelings of paranoia and a desire to withdraw from everyone. He blamed drug use for his declining ability to complete schoolwork and for his eventual dropping out of school. He described school as just another authority and "drugs just helped me rebel against authority" (Utada and Friedman 1986).

All are aware of the potential link between student drug use and criminal behavior, with its devastation on the school

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and community. Children fitting this pattern begin minor delinquency in late elementary school, begin drug use in their early teens, and then exhibit increased and more severe crimes with escalated drug use (Ksander and Stuck 1986). Their school conduct problems include vandalism, violence and truancy — not to avoid detection of drug use, but to engage in criminal activity in the community. For obvious reasons, these children seldom remain in the regular public school. They often come from homes of low socio-economic status (SES) and accompanying problematic environments. One comprehensive national survey indicated that:

> *Children from families who receive food stamps, or in which the parents are unemployed, are three times more likely than most children to feel pressure to take drugs, twice as likely to feel pushed into disobeying authority, and four times more likely to feel prodded into joining a gang (Coles 1990.)*

The students in the following examples, which emphasize influence on school discipline, fit the SES and behavior pattern.

Having been disciplined earlier by the school principal, one 16-year-old boy, leaving a party at night, spotted the school and decided to have his revenge. He and a friend broke in and vandalized the school, which included symbolic victimization of the principal (Carpenter and others 1988).

Before his placement in a detention facility for criminal behavior, a 13-year-old boy displayed the classic behaviors. In elementary school, he "talked back to teachers" and "pushed other kids." At 12, he began using alcohol and marijuana. He described himself at school as "always in trouble" and failed seventh grade twice because he "never went to school." He described cutting school to drink and engage in criminal activity (Carpenter and others 1988).

Encouraged by his older brothers, another student named Gallo (proudly nicknamed for the wine) began smoking marijuana at age 4, drinking wine at 8, doing hashish at 9 and hard liquor at 10. On entering middle school, he increased his alcohol consumption and reported getting "kicked out practically every day." He was eventually suspended for striking the principal, who accused him of drug possession (Carpenter and others 1988).

Interestingly, Gallo did well in an alternative school where he could take "cigarette breaks and be independent." He was also very proud that he would graduate at age 17 and had a clear vision of his future: he would serve in the military to hone his mechanics skills and eventually buy an automobile repair business and be his own boss. This vision of the future included a "partying" lifestyle in which he could pay his beer and "reefer" bills: ". . . you gotta pay that." This ironic allegiance to responsibility, along with Gallo's determination to be independent and succeed, makes one wonder what he might have accomplished with a supportive environment absent of drugs.

Though many students interviewed admitted the damaging effects of drug use on their academic progress, it is worth noting how quick they were to mention the few students who appeared to be doing well in spite of regular drug use. Gallo, himself, believed smoking marijuana enhanced his progress at the alternative school.

A look at student perceptions of their drug-using behavior gives educators a better grasp of the dimensions of school discipline issues, such as non-participation, inability to concentrate, low quality schoolwork, truancy, vandalism, violence and dropping out.

In his work with these young people, Bruce Jackson (1983) concluded that high numbers of students spend much of their time in school stoned or drunk; few teachers know how to handle this situation and simply ignore it; and student drug use presents a daily management problem for teachers. Suggestions for handling these problems will be enhanced by clarifying the meaning of school discipline.

What can schools do?

1. Teach decision-making skills, negative peer resistance skills, and facts concerning dangers of drugs.
2. Set clear policies, guidelines and procedures that clarify to students, staff and parents that drug use will not be tolerated.
3. Train staff to recognize and act upon signs of drug use.
4. Provide opportunities for students to seek help for themselves or others.
5. Develop a plan for working with parents.
6. Involve the community.
7. Within school board and legal guidelines, enforce penalties for drug use or sale.
8. Establish procedures for working with the police.
9. Work with outside agencies that provide therapy and support programs for addicted students.
10. Provide group and individual support for students returning from treatment.

A broad view of discipline

In addition to being masters of content, classroom teachers are also managers of time, space and people. Certainly, if time and space are managed well, man-

aging people is made easier. Too often discipline, as it relates to people management, is narrowly defined as absence of disruptive behavior. So grateful is the teacher that a particular student is not being disruptive that the student is allowed to be a non-participant — even to sleep during class. This hands-off approach to non-participating students has negative consequences, especially in light of the drug-related withdrawing behaviors mentioned earlier. The teacher may be ignoring a student who needs help. The teacher may tacitly communicate that he or she is afraid of the student, or worse, that the student is not worthy of contributing. The student may perceive this teacher as someone in whose presence one can be "stoned" with impunity. And finally, the teacher has no standard of participation against which non-participation can be identified as a problem that may require attention.

Establishing from the outset that all students must participate in class and reinforcing that expectation communicates to students that the teacher cares, expects students to learn, believes every student has something meaningful to contribute, and will know if something is wrong.

What can be learned from interviews with students about schoolwide discipline? Time and space management emerge as targets. Administrators need to explore questions such as: Do students have times and unsupervised places they can go to use drugs during the day? Are students frequently tardy to class? Are students visible in halls during class time? Is the school clean? Are administrators and other staff members highly visible at key times during the day?

In terms of people management, are personnel trained and mobilized to be concerned and act on these issues? During passing periods in one school, administrators walk the halls and teachers post themselves outside their rooms. With this high profile approach, these educators deter vandalism and disruption, encourage students to keep hallways free of debris, and engage in positive banter with students as they pass.

This broad view of discipline involves more than responding to misbehavior. It requires managing time, space, people and other resources. Students then have the best chance to reach full potential and know that school personnel expect them to do so.

Policy guidelines

Different schools have different problems and must rely on the "peculiar characteristics of students, family, teachers and community" (Thompson 1990). Schools struggling with gang activity, parents' abusing and supplying drugs to children, and students bringing weapons to school will adapt guidelines differently than will a school without those problems. Common to all schools is the need for a clear policy to fight student drug use.

The need for policy is emphasized by considering the reasons why some educators do not respond to suspected student drug use. School personnel may be afraid that:

- they might be wrong;
- they will not be supported by supervisors;
- they might be targets of student reprisals;
- they might be sued by parents;
- parents will deny the problem; or
- nothing will happen (Ogden and Germinario 1988).

These fears can be combated by the broadly approved, well-planned team approach to identification, gathering of descriptive behavior and progressive degrees of confrontation — all with the aim of helping the student.

Few educators will argue that a link exists between student drug use and school discipline problems. What concerns many is whether they can make a difference in the face of this widespread problem. There is reason for hope.

Schools that have set high expectations for all students and have implemented comprehensive drug use prevention and intervention programs are reporting successful results (Pellow 1991). Additionally, a number of national surveys, including the well-known high school survey administered by the University of Michigan, are showing downward trends in student drug use and healthier attitudes about its harmful effects (Wallack and Corbett 1990). As indicated in these surveys, there is reason for optimism — but not complacency.

Listening to students; managing school classrooms effectively; maintaining buildings and grounds; and establishing a widely supported drug use prevention policy with guidelines and procedures can help ensure that drug use releases its hold on the nation's schools and communities.

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NSSC Documentaries

School Crisis: Under Control

"Imagine a gunman invading your school. Or terrorists planting a bomb. Or a classroom of students held hostage. These situations may seem unreal — even impossible.... Every school — urban, rural or suburban — is vulnerable. When will a crisis strike your school? And will you be ready?"

These words, spoken by acclaimed actor Edward James Olmos, combine with news footage of actual school crisis events to provide a commpelling introduction to "School Crisis: Under Control," a 25-minute, award-winning documentary on school crisis prevention, preparation, management and resolution sponsored by NSSC. This informative videotape is designed to help schools and communities prepare for the unexpected by designing crisis prevention and response plans. These plans will improve the community's ability to overcome such disasters and also will help schools avoid potential liability.

High-Risk Youth *At the Crossroads*

"Feeling good about yourself can't be bought on a street corner. It must be built from within. But there are dangers you should know about. Those pressures we call '*risk factors*....'"

This powerful message to America's troubled children is presented in "High-Risk Youth/At The Crossroads," a 22-minute, award-winning documentary on youth drug abuse prevention hosted by actor LeVar Burton.

By combining real-life profiles and commentary from nationally renowned authorities, the documentary provides a compelling case to look beyond current drug abuse intervention strategies exemplified by the "Just Say No" campaign. Researchers have identified individual, family, peer, community and school-related problems that make kids more prone to use illegal drugs. The focus on positive response suggests that the most promising approach to "high-risk youth" and drug abuse is one of *prevention*, not simply *intervention*. This important theme is reinforced throughout the fast-paced program.

Principals play pivotal roles in keeping their schools safe and effective places of learning. But, without the support of parents, teachers, law enforcers and other legal, government and community resources, they can't fulfill their responsibility.

A recipient of eight national and international awards of excellence, this film, "What's Wrong With This Picture?," is designed to encourage dialogue between school principals and their community resources. It presents the critical issue of school safety in a frank and straightforward way, dramatizing real-life incidents of school-related crime and violence, drug abuse and suicide.

Set Straight On *Bullies*

Whoever thought bullies were all talk and no action needs to view the film "Set Straight on Bullies," produced to help school administrators educate faculty, parents and students about the severity of the schoolyard bullying problem. The message is clear: bullying hurts everyone.

The 18-minute, Emmy-winning educational film tells the story of a bullying victim and how the problem adversely affects his life as well as the lives of the bully, other students, parents and educators.

"I'm always scared. I'm scared to come to school...I don't want to be afraid anymore," the bullying victim says. In fact, NSSC based the film on research indicating one in seven students is either a bully or a victim of bullying.

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"High-Risk Youth/At the Crossroads" ($50 VHS) _____ copies

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Positively motivating teachers and students toward excellence yields dual rewards — superior education and a secure environment.

Excellence is a matter of personal concern

The "Principals of Leadership" recognition program has named ten of this nation's school administrators as exemplary models of professional excellence.

Now in its seventh year, the "Principals of Leadership" program is sponsored by the National School Safety Center (NSSC), the National Association of Elementary School Principals (NAESP) and the National Association of Secondary School Principals (NASSP), in cooperation with the U.S. Department of Education.

The recognition program honors some of the best school leaders, people who inspire their students and staff with their commitment to a secure and affirming environment. The 10 honorees successfully head elementary, middle and high schools around the country.

Approximately 120 candidates were selected from a field that consisted of principals recognized by the U.S. Department of Education, NASSP and NAESP and referrals from NSSC personnel based on site visits and national resource reviews. The candidates were then rated in several categories, including school climate, student environment, school/community relations, and school safety policies and programs.

A passion for people

"There's nothing more important to our nation than outstanding schools. We all benefit when students receive the best learning opportunities possible, and that requires outstanding school leadership," says Dr. Timothy J. Dyer, executive director of NASSP. "These school leaders have developed a positive school climate, created high expectations, and built community involvement — all essential for excellent education."

"Keeping schools safe and secure places for learning isn't automatic," says Samuel G. Sava, NAESP's executive director. "Now, along with being the instructional leader, building manager, personnel and finance director, top counselor, and parent coordinator, school principals have taken on the job of school safety and crisis managers. These principals surely deserve all the recognition we can give them. They're truly heroes."

Dr. Ronald D. Stephens, executive director of the National School Safety Center, adds, "Outstanding principals have a passion for people. They care about their students and know them by name. Their personal touch communicates their commitment to each child's success. These leaders inspire all of us to better and safer schools."

Great leaders have one foot planted in the present and the other in the future. They deal with the "here and now" while looking ahead, planning for the realities their students will face at later times.

They are able to recognize new ideas as exciting possibilities. Really good leaders welcome new ideas, knowing that from them emerge potential benefits for their school community.

Challenging students

Minds that are being challenged and inspired to stretch the limits of intellectual capacity will be less inclined to engage their energy in unproductive or deviant behavior. Stella Loeb-Munson, one of the 10 "Principals of Leadership," is an advocate of this theory, the basis for curricular and disciplinary strategies where she is principal at Caledonia Elementary School in East Cleveland, Ohio.

"Schools in which superior education is ongoing have such demanding requirements for production and are so involved in the educational process that safety becomes a by-product of the demand. Busy minds have no time allotted for mayhem," she says.

"The creative process is a ceaseless, time-intensive taskmaster and providing quality education is, indeed, a creative process," Loeb-Munson continues. "Assessment of needs, identification of methods and strategies to meet those needs, both academic and social, implementation and monitoring are tasks that must be performed by everyone involved in the educational process — students, teachers, parents and community."

Loeb-Munson has created a unique system of classroom management that allows the students in the school council to play an active role in establishing high academic standards for themselves and their peers. In this manner, she focuses attention away from maladaptive behavior and onto the academic future. Successful schools are primary components of a successful community — where adult wisdom is assimilated with youthful creativity.

Planning in advance

Working with the community to provide safe educational institutions that are conducive to quality education is a theme growing roots throughout our nation's schools. Honoree Myra C. Bryan, principal at Socastee High School in Myrtle Beach, South Carolina, has orchestrated a safe school plan that interfaces law enforcement officers, parents and students. This effort coordinates safety procedures for situations ranging from fires, tornadoes and violent intruders on campus to field trips. "Our hope is that we will rarely need this plan. However, we are secure in the knowledge that we each know our roles, responsibilities and mutual need for one another," Bryan commented.

Bryan is aware of the realities that face schools in the areas of attendance, truancy and dropout rate; she sees the fate of precariously situated students as the primary responsibility of the school. "If students don't want to be in school, then we are doing something wrong. If students are 'pushed out' of school because they are hopelessly doomed to be unsuccessful, then we are doing something wrong," she explained.

She has created a three-dimensional program that deals specifically with students who are at risk of school failure. Identifying the students, and setting priorities to meet individual needs, is the first step. Second is a program development phase, which involves services, support systems, job responsibilities and training. The third phase incorporates peer counseling and teacher mentors with individual and group counseling. Her goal is that no one will "fall through the cracks" for lack of understanding.

Relating to the public

Another honored principal, Dianna Lindsay of New Trier Township High School in Winnetka, Illinois, uses regular period-by-period checks of attendance to help ensure that unauthorized persons are spotted immediately. "A school must take speedy action to provide up-to-date, accurate daily information to give adults vital information about their population of learners," she states.

Throughout her administrative career she has maintained an excellent working relationship with the press — providing an open house for the press and local realtors, supplying regular press releases and addressing public issues with complete candor.

With any position of leadership comes the task of listening to criticism and deciphering constructive or malicious content. "The principal must differentiate between constructive criticism and destructive fault-finding," Lindsay says. "Justified criticism either from within or outside the school is the basis for safety, order, growth and improvement."

Emphasis at New Trier is on academics, with more than 95 percent of the Class of 1991 advancing to different colleges and universities. There is a college and career guidance staff of five, serving a class of fewer than 700 graduates. The comprehensive program provides each student with large and small group meetings, which include parents. In the junior year, each student begins one-on-one sessions with a college counselor; these meetings also include parents and continue throughout the application and acceptance processes. This orientation toward the future keeps students involved in productive endeavors, helping to create a positive school climate.

Preparing for the future

At Cass Technical High School in Detroit, Michigan, honoree David Snead serves as principal where he himself once graduated as a student. One of his innovations, the Human Resources/ Teacher Academy, allows the school to utilize its most precious resource — the student — as an investment in its own academic future. Most of the curricula at Cass were technical, geared to the training of chemists, engineers, scientists and electricians. When students interested in human service professions sought admission, there was no appropriate program in place. The school, Snead commented, "had to scramble to find a curriculum to meet their needs."

Students interested in becoming teachers, lawyers, social workers or psychologists now work within the carefully crafted framework of this Academy, joining the Young Educators' Society as well. They participate in internship programs with mentors from their chosen professions, just as students from other curricula do. With the implementation of the Academy, Snead sees the future at Cass Technical as "very bright."

The mastery learning concept is incorporated into the school's curriculum. Snead explains, "I am a firm believer that all children can learn most things. They just learn at different rates of speed. Therefore, it is incumbent upon principals to be supportive of staff and students to help them reach their maximum potential."

Motivating students

Dorothy Travis Johnson is being honored for her work at the Lapham Park Assessment and Support Center in Milwaukee, Wisconsin. The student population is composed of at-risk youth, transferred from other junior and senior high school settings. "Most important for long term success is the school's ability to get to the root of the problem and to solve that problem," she states.

To this end, she has developed motivational activities specific for youths with severe behavior problems. For example, students at Lapham Park

have worked together to produce a creative writing project entitled "Mama Don't Allow No Guns Around Here." The publication is dedicated to Johnson, who is described as having "the vision and inspiration to help us [the students] become part of the solution in Milwaukee and no longer a part of the [weapons] problem."

The school atmosphere provides appropriate behavior models from a staff expected to be interested in every student. In Johnson's case, such interest extends to the funding needed to provide enrichment programs. When placed on a waiting list for lack of sufficient business sponsors, her response was a succinct, "Not quite." This "Principal of Leadership" found partners for her school within the small business community located nearby. According to Johnson, the relationship between these businesses and the school is "a positive one." Her students benefit from "mentoring..., work experiences, field trips, financial contributions" offered by local business people." In addition, they "participate in some decision-making regarding the school."

The secret of her school's environment is developing confidence in the student, for "confidence is the link between potential and performance." Because it is an alternative school, she continues, "many students at Lapham Park had prior contact with the media, all negative...I want the public to see the positive activities our students are now engaged in."

Being visible

Discipline with dignity instills moral and social guidelines without breaking the will of non-conforming students. Stephen Swymer of General Wayne Middle School in Malvern, Pennsylvania, is honored for an approach that utilizes high visibility. "The first priority for me," he says, "is to create and maintain a safe, positive school climate so that learning can take place."

Visiting every classroom three or four times each day allows Swymer to "monitor the school's climate, interact with students and staff, monitor curriculum and be proactive in dealing with the management of the school. Being visible," he continues "also enables me to continuously empower the mission and purpose of our school." Through these visits, he is able to know each of the approximately 645 students by name.

Swymer's nationally recognized discipline program "fosters positive student self-esteem." It is based upon the premise that there are no bad children, just bad decisions. He has affirmed that "people in education who think there are bad kids have no business being there. They should get out."

He sets the tone even before school begins, greeting both faculty and students in front of the building with "It's a beautiful day for school." One site visitor, a secondary school evaluator, described Swymer's energetic personal style, "I don't know how long he can keep up the pace he sets for himself, but, for the sake of education, I hope it is for a very long time."

Educating parents

Honoree Francine C. Fernandez, principal of Kailua Elementary School in Kailua, Hawaii, also values establishing a working rapport with those in her school. As "school leader," she declares, her role "is to involve everyone in actively and aggressively creating an effective school culture that helps to 'inoculate' students from crime, violence, substance abuse, gangs and other unsafe situations."

Her student population is both diverse and transient, and the school is quickly becoming "the locus of advocacy" for its children. Fernandez states that "families are...turning to the school for advice and direction." The Elementary School Center established at Kailua Elementary promotes interagency cooperation, enabling families to receive help from educators, psychologists, pediatricians and other parents.

A mediation program teaches reasoning skills, allowing conflict to be solved with a clear mind and a sensitive heart. Teachers, parents and students have been trained in alternative methods for settling differences. Parents also sign contracts regarding reading aloud to their children, with vocabulary and discussion tips provided by the school.

"We train the parents. We keep the motivation going," she comments. Attendance, tardies and dropouts are dealt with through personal visits to parents, with official documentation. Fernandez maintains that "educating parents has been the most successful strategy for curtailing the problem."

Getting students involved

"A never ending journey of learning and excellence," is the mission statement of Moriches Elementary School in Moriches, New York, led by "Principals of Leadership" honoree Paul Casciano. Active involvement for students and families is promoted by the wide diversity of programs that foster achievement and students' recognition of the concern of faculty members.

Project Reach Out pairs a student who is at risk with a caring buddy on the staff. Before- and after-school child care, an after-school homework club and extensive intramural, music, and club programs help keep learning as a primary focus, while supporting individual needs.

"Schools cannot control the family-related problems a child brings into the classroom each day," Casciano says. "However, we can minimize the impact of those problems during the approximately six hours the children spend with us."

Civic responsibility is encouraged through regular community service projects, including senior citizen lunches (prepared and served four times a year); town recycling; the Adopt-A-Family program; holiday food drives; the St. Jude's Children's Research Hospital Math-A-Thon; and various projects for the homeless. A zest for living is promoted in all areas. "Rhetoric can't replace hard work," Casciano states, "self-

interest can't replace commitment."

Thinking critically

Bleyle Junior High School of Cypress-Fairbanks Independent School District in Houston, Texas, is directed by honoree William Martin. Members of the Bleyle community are encouraged by Martin's five guiding force for the school day:

- We will give good effort;
- We will be fair with one another;
- We will take care of one another;
- We will accept one another's differences; and
- We will continuously think at the highest levels.

A constant focus on fair-minded, critical thinking is the foundation of his educational philosophy. Critical thinking skills are modeled throughout the school, with all of the curriculum rewritten by the faculty to incorporate the fifth objective, to "continuously think at the highest levels." The school motto is, "We are the United Mind Workers!"

School attendance is consistently over 97 percent. The celebration of people and ideas incorporated in the schoolwide core value system is the key. According to Martin, "If children know they and their ideas are valued and, if children know they will share ownership in the educational program of the school, they will come to school daily."

Working as a family

"Principals of Leadership" honoree Jody Tyson leads Stovall Junior High School, Aldine Independent School District, also of Houston, Texas. Half of the ethnically diverse student population is identified as at-risk. This honoree writes, "Rewarding desirable behavior seems to be the quickest way to aiding positive school climate. Multiple and flexible extracurricular activities must abound to meet needs and energies." Over 100 activities and opportunities function on the campus, sponsored by faculty, staff and parents.

Stovall is divided into nine "families," with 150 students and six to nine teachers working closely throughout the day. Each family has its own name, crest, family colors and, of course, rules. Infractions result in removal of family privileges; positive achievements are causes for family celebration.

The largest student organization is SAD (Students Against Drugs), with before-school programs attended by 700 to 800 students each month. Communitywide rallies, complete with bands, drill teams, cheerleaders, celebrities and kids of all ages are a popular attraction. Says Tyson, "Our kids really are proud to be drug free!"

There are few positions in the professional world that carry as much responsibility or have as many societal obligations as those of principals. Their "facilities" yield products that do not depreciate over time — what they produce is human potential.

As honoree David Snead wrote, "The Principals of Leadership program acknowledges those administrators who have committed themselves to provide a clean, safe and secure environment and a quality education. By doing so, it is gratifying to know that others recognize the problems with which educators are confronted and the critical role that school safety plays in the total educational process."

These principals transform personal philosophies into well-defined goals, harmonizing leadership perspective with the school community and a commitment to the academic, social and emotional well-being of each student.

Prepared by Anthony Rodriguez, student intern, and Sue Ann Meador, associate editor of School Safety.

Words of wisdom from the principals

The following words of wisdom come directly from the files of this year's Principals of Leadership. When asked to provide advice to others about leadership, education and safety, they responded:

- Contain, train and retain the staff for maximun effectiveness.
- Make your school as safe and secure an environment as you would want to have your own children attend.
- Have the courage to stop doing things that don't work.
- Love what you do or do something else.
- Catch students doing things right, rather than doing things wrong.
- Listen to people with your ears — hear them with your heart.
- Believe that our profession can shape the world's future.
- Define the passion in your heart for education.
- Be the chief learner and teacher.
- Encourage risk-taking for the sake of learning.
- We cannot demand a standard of behavior from our students and fail to exhibit those same standards.
- Do not take students' basic need of safety for granted or overlook it until an incident occurs.

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'Heartware,' not hardware

In my 30 years of working in inner-city schools, I have witnessed the decline in student behavior that mirrors the rise of violence in society — the increase in violent assaults on campus, gang involvement, drug use, sexual activity, suicide and other acts that, besides bringing great harm to those involved, leave others in the community feeling helpless, powerless, even more disadvantaged than before.

Typically, the schools' response is greater reliance on the police and other campus security agencies. I propose that educators give education a chance: that we teach values and respect for human life through a comprehensive school-based program centered on a non-violence curriculum at all grade levels. Some of the key ingredients would be:

Parent involvement. Parent centers at every school should be a budgeted priority. These centers would be staffed by parent workers who would coordinate all parent volunteer activities on a daily basis, including supervision, class visitations, phone calls to other parents and support for teachers and staff. Parents walking the halls of schools daily are more effective than police officers in creating a nurturing and "student-friendly" atmosphere.

In this regard, parents should be informed about, and encouraged to use, laws that allow them to request paid time off from work to visit school during school hours. A California law allows parents up to four hours a year per child. It has been in effect for a year but most parents are not aware of their right and few schools promote it.

Curriculum. A non-violence curriculum should be made mandatory in all schools in order to prepare our children to live in a multiethnic, multicultural and economically disparate society. Students can be taught to recognize the behaviors that create conflict, hatred, oppression, racism, sexism, poverty and other conditions that generate violent responses. Conflict resolution should be taught at all grade levels.

Peer counseling and community service. This should be mandatory, particularly for grades 7-12. Teams of peer counselors trained in conflict resolution, nurturing and peer support activities would be as active as athletic teams and as aggressive as middle linebackers in rescuing potential dropouts and other at-risk students. The celebration of saved lives is more significant than any athletic award banquet. Community-service projects should be required of all student clubs and athletic teams.

Anti-gang education. Programs in this aspect of non-violence, particularly designed to address the needs of young men, must be implemented no later than grade four. Most negative, violent and gang-related activity in our society is initiated by males, with vulnerable females participating as supporters and ultimate victims. Male mentors must be actively recruited to serve as role models for male students. The absence of fathers in so many homes is self-generating and will continue to expand unless an education approach is adopted that specifically addresses young men. And it must be unapologetic in the face of resistance from other segments of the community who may be unnerved by the concept of a unified minority male agenda that seeks salvation through cooperation rather than competition.

As an educator, I call upon my colleagues to demand an educational solution rather than the reactionary response of demanding expanded law enforcement. Most education codes do not address the concept of love as a required behavior on the part of educators. While demanding increased salaries and decision-making authority, we have forgotten our professional and ethical commitment to behave differently and effectively in response to the needs of disadvantaged children. We can no longer label the victims as "at-risk youth" and "dropouts" when we may be guilty of generating a risk-enhancing environment with "push-out" behaviors.

The home-school relationship, too, must be expanded. It can no longer be narrowly defined by a handful of parents assisting the school through PTA, advisory council and booster club activities. Ideally, a parent would be present in every classroom every day, observing the educational process. We educators must encourage parents' presence or it will never occur. Too often I have heard my colleagues protest the presence of "too many" parents; apparently, many of us feel intimidated by the thought of them observing our teaching on a daily basis. Yet excellence has nothing to fear from observation. We should reject our fear and move bravely into the 21st century before it is too late. Individual acts of heroism on the part of a few heroic teachers are insufficient to institutionalize excellence; our thrust must be designed to change our collective behavior as educators. When the community responds to problems of violence with demands for metal-detectors at schools, or more patrol cars or other enforcement hardware, we must respond with "heartware"; the educational community must respond as educators.

George J. McKenna III is superintendent of the Inglewood Unified School District. This editorial first appeared in the **Los Angeles Times**, *March 27, 1992.*

Success strategies for urban schools

Many are working toward meeting the objectives of Education 2000. The Council of the Great City Schools, which includes over 70 national organizations, has developed a series of strategies that support these goals.

The Council maintains that meeting the national educational goals cannot be accomplished by schools alone; it seeks to share information that will enable all interested organizations to actively participate in addressing the complex problems that face urban schools.

In a series of workshops, Council members have formulated additional objectives to help achieve the national goals.

The development of these new objectives was not intended to denigrate the American educational system. Rather, it is hoped that these additional, related goals will serve as impetus for further creative action regarding the goals of Education 2000. By directing attention to the specific needs of urban schools, the Council hopes to gain a broad base of public support for its set of year 2000 goals for all urban children. Council goals and related objectives are:

***Goal One**: All children will start school ready to learn.*

- Provide full developmental programs for needy children;
- Adequately staff and equip prekindergarten programs;
- Supply child care to children of students;
- Offer parenting training; and
- Coordinate affordable community preschool services.

***Goal Two**: Urban schools will increase their graduation rates so they are at least comparable to the national average, especially among students of various racial, disability, language, ethnic and economic backgrounds.*

- Reduce dropouts by 50 percent by the year 2000; and by another 50 percent by 2010;
- Reduce annual in-grade retention rates by 10 percent;
- Increase rates of annual graduation;
- Increase daily attendance rates; and
- Increase the number of dropouts who return to school.

***Goal Three**: Schools and communities will demonstrate high expectations for all learners so that urban students will attain a level of achievement that will allow them to successfully compete with students nationally and internationally in our global community.*

- Close the gap in levels of academic achievement between urban and suburban students;
- Close the gaps in racial, ethnic, cultural and socio-economic academic achievement levels;
- Improve student test scores across all four quartiles;
- Increase numbers of students who take the SAT or ACT; boost average scores annually;
- Equal or exceed norms on nationally standardized tests;
- Increase enrollment in core curriculum subjects; and
- Increase student enrollment in advanced science, math and college preparatory courses.

***Goal Four**: Schools will be adequately staffed with qualified teachers who are culturally and racially sensitive and who reflect the racial characteristics of their students.*

- Increase percentages of minority teachers;
- Provide adequate multicultural training and curricula; and
- Increase the number of teachers, particularly special area teachers.

***Goal Five**: Graduates will be fully prepared to enter and successfully complete higher education, experience successful employment, and exercise their responsibilities as citizens.*

- Increase the number of graduates who enter four-year degree programs;
- Upgrade vocational education;
- Increase community participation and the number of eligible registered voters; and
- Increase skills for reasoning, critical thinking, problem solving and decision making.

***Goal Six**: Schools will be free of drugs and alcohol, students will be well-nourished and healthy, and schools will be well-maintained and safe.*

- Reduce drug and alcohol use, possession and distribution;
- Expand Drug-Free School Zones;
- Provide adequate nutrition and nutrition education;
- Ensure student health;
- Reduce teen pregnancy rates;
- Develop students' self-confidence and self-esteem;
- Provide buildings that are clean, barrier-free and well-maintained;
- Ensure students a safe and supportive environment; and
- Coordinate interagency services to youth and families.

When urban students' primary needs of adequate nutrition, physical and emotional health and security in their learning environment are attained, they will then be able to pursue a comprehensive and meaningful education.

Making good the wrong done

Perhaps no other issue generates more attention in safe school discussions these days than the subject of liability. The specter of liability often serves as the catalyst for change. This change would not otherwise occur with regard to school safety if not for the need to comply with the injunctive orders that are issued in the ordinary civil case.

Moreover, when damage awards are made in liability cases, school officials often find themselves paying twice — first to change the environment to eliminate the unsafe conditions and second to compensate the victim for any injuries sustained.

A wider range of remedies

In the past, many liability issues were easy to avoid through a combination of good management and anticipation of the type of school safety issues that found their way into courts: failure to supervise or failure to warn. But today, courts and legislatures are devising new rights to provide victims of unsafe school environments remedies that increasingly include monetary damages.

This year, the Supreme Court of the United States approved this trend by expanding the range of remedies in suits against school districts that receive federal funds. The suit, while limited in its facts to sexual harassment, provides a framework for expanding school damage liability by simply following the federal dollar to the doorstep of the school.

In *Franklin v. Gwinnett County Public Schools*, the Court held that Title IX of the Education Amendment of 1972 permits suits for damages against school officials found liable for sexual harassment that occurs on campus.[1]

In *Franklin*, a student from North Gwinnett High School filed suit alleging that while attending the high school she was subject to continual sexual harassment by a teacher. The student described the abuse as including "sexually oriented conversations in which she was asked about her sexual experiences with her boyfriend and whether she would consider having sexual intercourse with an older man." The student also alleged that the teacher — also a sports coach at the school — forced sexual relations with her while on campus. In one such incident, the teacher allegedly "interrupted a class, requested that the teacher excuse [the student], and took her to a private office."[2]

Other teachers were said to have been aware of the problem and to have confronted the principal. Although Hill denied the allegations, he eventually resigned. Franklin's allegations have never gone to trial.

She pressed her complaint and filed a lawsuit seeking damages from the school district. However, a federal judge in Atlanta, Georgia, dismissed her suit, ruling that Title IX did not permit damage awards, and an appeals court upheld that conclusion.

Previous assumptions no longer hold

Prior to *Franklin* most schools would not think that such a suit would result in damage awards. First, most state public schools assume that they are protected from damage awards because of the sovereign immunity from such suits that the state enjoys, including the Eleventh Amendment protection from such suits in federal court.

Second, even when such suits were filed in state or federal court, the range of remedies for liability often included only a declaratory judgment or injunctive relief in some form.

Further, while criminal charges might have been filed against the teacher involved, the scope of liability for the school would be thought limited and easy to defend. This would be particularly true when the basis of the suit was intentional harassment — as was the case in *Franklin*.

However, in *Franklin*, the basis of the suit was Title IX which provides that:

> No person in the United States shall, on the basis of sex, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any education program receiving Federal financial assistance.[3]

The Supreme Court held that Congress intended to provide a wide range of remedies for violations of Title IX. The difficulty in the *Franklin* case was interpretive; Congress neither expressly provided that violations to Title IX could be enforced in a private lawsuit nor did it mention anything about monetary damages for such violation.

Dissenting views

Because the Court approves of damage awards by inference, the *Franklin* case represents something of a major case in liability law. As a matter of policy, however, much has been said against such a ruling.

The Department of Education has its own enforcement branch, the Office of Civil Rights, that investigates alleged violations and brings action in appropriate cases. Often the prospect of losing federal funding for educational programs is enough to encourage prompt correction of Title IX violations.

Even the United States government filed a brief in the *Franklin* case urging the Court to take these features out of

Title IX enforcement. But the Supreme Court held that Congress implicitly provided both the right of action and the remedy of monetary damages in Title IX cases.

Using any available remedy

Relying on traditional notions of due process, the Court noted that "[w]here legal rights have been invaded, and a federal statute provides for a general right to sue for such an invasion, federal courts may use any available remedy to make good the wrong done."[4]

Noting that this principle runs deep in American jurisprudence, the Court concluded that only Congress would limit remedies statutory cases. "Absent clear direction to the contrary by Congress, the federal courts have the power to award any appropriate relief in a cognizable cause of action brought pursuant to a federal statute."[5]

In this regard, the Court noted that while the provisions of Title IX were silent on this question, Congress had been moving purposely toward more expansive remedies in statutory civil rights cases. In 1986, Congress passed the Civil Rights Remedies Equalization Amendment.[6] Its provisions made it easier to sue states in federal court by eliminating Eleventh Amendment sovereign immunity for actions based on Title IX, Title VI, §504 of the Rehabilitation Act of 1975 and the Age Discrimination Act of 1975.

The 1986 law also provided that in suits against the state "remedies [were] available . . . to the same extent as such remedies are available . . . in the suit against any public or private entity other than a state."[7] In light of these developments the Court ruled that it could infer that damages were appropriate even though Congress did not expressly provide for them.

Significantly, the ruling of the Court in the *Franklin* case was influenced by the nature of the suit. "Title IX placed on the Gwinnett County Schools the duty not to discriminate on the basis of sex. . . . We believe the same rule should apply when a teacher sexually harasses and abuses a student," the Court reasoned.[8]

Implications to consider

After *Franklin* several issues must be considered. First is the notion that sexual harassment constitutes discrimination under Title IX. As the prevalence of sexual harassment in society generally unfolds, school districts may find themselves paying particular attention to screening and criminal record checks at the hiring of teachers and other employees who have supervision over students.

As the prevalence of sexual harassment in society generally unfolds, school districts may find themselves paying particular attention to screening and criminal record checks at the hiring of teachers and other employees who have supervision over students.

Second, the *Franklin* case clarifies a federal standard for determining when damages are appropriate for violations of federal statutory law. Once a right of action is found, broad remedies are presumed unless Congress expresses otherwise. Therefore, liability lawsuits in federal courts have been reduced to a simple formula: if you find a right of action, then you can sue for damages.

However, finding a right of action is not always easy. In a prior Title IX case, *Cannon v. University of Chicago*, the court did not find express language by Congress providing for a right of action, but the Court inferred such a right.[9] In light of *Franklin*, federal courts may be more reluctant to find a private right of action in a federal statute that is silent on the question of remedies.

Third, the reasoning of the Court in *Franklin* may influence the development of liability standards in the states. States are free to apply different rules of interpretation to their own statutes. Moreover, state law may even prevent state courts from hearing certain cases. Most states now permit some exceptions to blanket immunity from damage suits, particularly in damage actions involving negligent acts of state employees. After *Franklin*, most victims of state action will likely run to the federal courts with their claims. States may move to provide a state court forum for suits like *Franklin*, in order to avoid having to defend those claims in federal courts. For example, Minnesota just passed a law that makes schools liable for damages in sexual harassment cases.[10] The Minnesota law defines sexual harassment as unwelcome sexual advances.

Finally, the result in *Franklin* adds an additional tool to the traditional enforcement of the Department of Education over safety issues in schools that receive federal funds. The role of the Department of Education in this regard has been less than clear in the past.

The *Franklin* decision provides a natural platform for federal emphasis on safe school issues. This much is clear: when schools use federal funds to help implement their educational programs they have quite a lot to consider.

Endnotes

1. *Franklin v. Gwinnett County Public Schools*, 112 S.Ct. 1028, 117 L.Ed.2d 208, 60 U.S.L.W. 4167, 72 Ed. Law Rep. 32 (1992)
2. *Id.* at 112 S.Ct. 1031.
3. 20 U.S.C. § 1681(a).
4. *Franklin* at 112 S.Ct. 1033, *citing Bell v. Hood*, 327 U.S. 678, 684 (1946).
5. *Id.* at 112 S.Ct. 1035.
6. 42 U.S.C. § 2000d-7.
7. *Id.*
8. *Franklin* at 112 S.Ct. 1037.
9. *Cannon v. University of Chicago*, 441 U.S. 677 (1979).
10. Minn. Stat. Ann. § 363.01 (West 1992).

Prepared by Bernard James, special counsel for NSSC.

A good idea that makes for bad law

States that have serious street gang problems have now started to fight back. Legislatures at the state and local level are discussing policies and passing laws designed to take the fun and profit out of gang activity. These laws — created to make juvenile and adult gang members accountable for their activities — have long been advocated by juvenile justice law enforcement experts.

Now that several states have begun to address the subject, it is worth commenting on patterns that are emerging. These trends will be discussed in this column in upcoming issues of *School Safety*.

One emerging pattern is the enactment of laws that mandate parental responsibility. There is increasing agreement that one of the keys to stopping the escalation of gang-related violence is to obtain the cooperation of parents of "hard core" and "at-risk" juveniles. These discussions frequently examine the possibility of making parents responsible — as a matter of law — for the violent acts of their children.

Parental responsibility is really not a new concept; many states have existing laws that make parents and guardians liable for the acts of their children who destroy public property.

Some states routinely enforce laws that fine parents for their truant children. Other laws make parents liable for failure to secure guns and rifles that end up in the hands of children,[1] or for failing to adequately support their children who end up as wards of the state. Wisconsin even has a law that makes parents liable for the support of their unmarried children when they have babies out of wedlock.[2] But the expansion of the concept as an additional tool in the war against street gang activity is focused on the criminality of parental unfitness.

California, Florida, Kentucky and New York have led the way by enacting legislation on criminal parental responsibility. Other states and cities have found the policy attractive and are tinkering with different versions of such a law. The city of Norwalk, California, now fines parents of delinquent children up to $2500 and Grand Rapids, Michigan, prosecutes parents for the crimes of their children.

Parental responsibility policies represent a radical departure from settled common law. Under the common law, the parent-child relationship was not a basis for vicarious liability. At common law, parental liability for a child's tort was imposed only when there was an agency relationship or when the parent was himself or herself guilty in some way in the commission of the crime. This notion led to the laws that exist in most states which make parents responsible for "contributing to the delinquency of a minor."

But parental responsibility as a matter of criminal law is serious business. It infers, among other things, that parents had criminal intent as a motivating factor in their failure to play a proper role in raising a child. This concept represents a serious flaw in such laws and explains why parental responsibility laws have not become more popular.

First, proving criminal intent is very difficult as a practical matter. Inferring this intent runs into constitutional problems. Parental responsibility over the raising of a child is deemed a constitutional right, implicit in the concept of liberty (or privacy, as most modern scholars refer to it) in the Bill of Rights. State laws that regulate activity in this realm must be carefully formulated to avoid invalidation on this ground.

Second, in order for the parental responsibility law to evade this flaw, it must be carefully drafted and expertly enforced to avoid intruding too much into the fundamental rights of parents. This may be too great a burden for most state policymakers to overcome.

Phrases such as "reasonable care, supervision and control" do not have an established meaning that would permit fair notice to parents of what constitutes violation of parental responsibility laws. The standards of notice in all states require that the terms of a law be precise enough that ordinary citizens (not lawyers) are not forced to guess what activity violates the law. Standards of notice also prevent law enforcement officials from arbitrarily enforcing the law.

For example, the California courts recently nullified one of their laws. In *Gary Williams v. Ira Reiner*,[3] the court invalidated the law because it "lacks the necessary specificity to provide either fair notice to parents or a standard of enforcement."

In short, parental responsibility may represent a good idea that makes for a bad law. The difficulty of being sufficiently precise may result in a law that is vague and unevenly enforced, impinging on the fundamental right of privacy.

Endnotes

1. Fla. Stat. Ann. §§790.173-790.174 (West 1976 & Supp. 1990).
2. Wis. Stat. Ann. §49.90 (West 1987 & Supp. 1990).
3. 1 Cal. app. 4d 1111; 2 Cal. Reporter 2d 472 (1992). The state has filed an appeal on the matter before the California Supreme Court.

Prepared by Bernard James, special counsel for NSSC.

A new approach to violence prevention

Deadly Consequences, *by Deborah Prothrow-Stith, M.D., Harper Collins, 1991.*

Too much violence exists in our lives. We all abhor it, yet we do little to actively prevent it. The consequences of violence affect the victim and the perpetrator, but all of us suffer from its repercussions.

Unfortunately, the criminal justice system is reactive. Little happens until a crime is committed and then it is too late for prevention strategies. It is important to determine ways to intervene before blame becomes necessary. *Deadly Consequences* examines the importance of both preventing violence through multidisciplinary approaches and of providing young people with alternatives to such behavior.

Deborah Prothrow-Stith, M.D. is currently Assistant Dean at the Harvard School of Public Health. She served for two years as the Massachusetts Commissioner of Public Health, and has worked for Community Care Systems Inc., a Boston-based psychiatric firm. Dr. Prothrow-Stith is known for her work in adolescent health and in preventing youth violence.

As a medical practitioner, the author has seen more than her share of the consequences of violence in the emergency room. She believes that this carnage demands a public health approach; intervention and prevention of violent acts should be responsibilities of medical professionals, not unlike their attention to attempted suicide and child abuse.

A public health approach alone, however, cannot change the course of violence in this country. She contends that collaborative efforts from agencies representing criminal justice, public and mental health, social services and education are necessary.

A multidisciplinary approach to violence is the most effective cure for this burgeoning epidemic, according to Prothrow-Stith. Help is possible by altering attitudes and behavior, not only of those committing the crimes, but also of those professionals dealing with the dilemma. A change of perspective, though, requires knowledge of the causes of violence.

Poverty leads to violence

Poverty, rather than race, makes victims vulnerable to violence. Those awash in poverty, Prothrow-Stith writes, strike out at the nearest target, usually another person or group of people just like themselves.

Research indicates that regardless of race or class, when large numbers of men are out of work and large numbers of families are headed by women, the rate of crime and violence in that community rises sharply. Although anger is a normal human emotion, free-floating or non-specific anger — accompanied by feelings of frustration and helplessness — will often result in hopelessness.

Additionally, the negative impact of the media, including television and movies, is more profound than parenting practices in influencing anti-social young adults. Young males growing up in poverty and in homes that lack non-violent male role models are the most vulnerable to television's message that heroes use violence to serve their purposes.

Consequently, the lives of children who are poor are shaped by an environment saturated with violence and fear.

Those who witness and are the victims of violence often become its perpetrators. That which separates armed teenagers in inner-city neighborhoods from their more affluent peers in the suburbs are the choices that are available. When there is no real opportunity, adolescents by default choose what makes them feel better, what the media portrays as glamorous and exciting, and what counteracts the grinding boredom of poverty.

Contrary to popular beliefs, Dr. Prothrow-Stith contends that gang and drug violence are manifestations, not causes, of our nation's terrible problem with violence. As reported in the book, psychologist Mohammed Seedat blames escalating gang violence in Boston on the rage of children whose basic need for protection and safety — a need that every child possesses — has not been met.

Gangs satisfy a whole range of normal adolescent needs, such as peer approval and acceptance. Violent gangs, however, are not normal. According to the author, violent gangs arise when young people face a future of limited opportunity and despair. Unfortunately, fighting and violence present these children with an alternative to the boredom and the feelings of depression that are endemic in the poorest neighborhoods.

More than just a drug problem

The drug problem decimating the inner-city neighborhoods is more than just a drug problem. It is also a job problem, a housing problem, a family problem, a problem of hope and hopelessness. Prothrow-Stith believes that a society which thwarts the desire of so many young people to have a place in its

legitimate economic life is tragically in need of reform.

Violence also surrounds the sale and distribution of drugs. However, this violence does not originate with the inability to handle anger and other emotions. Instead, it is calculated and premeditated. Unfortunately, the federal government pours billions of dollars into the prohibition of drugs but few resources are allocated to prevention and treatment of drug use.

Education, or the lack of it, has a profound influence on young lives. Social scientists and educators have proven that children tend to perform academically as they are expected to perform. For a variety of reasons, teachers often harbor negative expectations and reinforcement for black students, quickly destroying these students' enthusiam and performance in school.

Dr. James Comer, professor of child psychiatry, believes that when kids realize that they are not part of the economic and social mainstream, they stop trying to bond with school and with teachers. They loose faith in the school's power to educate them, in their own power to become educated, and in the notion that any of it matters.

As a result, by the time many of these students reach high school, they cannot read or write. Many drop out, while others join gangs and perpetuate the violence in their communities. Schools can prevent violence by ensuring that all children are well-served academically and by teaching children to manage conflict and anger.

Learning prevents violence

Through her research, Prothrow-Stith observed that learning itself is a form of violence prevention. She also observed that:

- Cognitive skills learned through studying help children reason their way through stressful and dangerous situations.
- Well-developed language skills help young people think before striking and use words instead of force to persuade.
- Circumstances that promote learning promote the survival of children.
- Children who succeed at school are at less risk for violence than their non-successful peers.

Prothrow-Stith developed a violence prevention curriculum while working with students in Dorchester, Massachusetts. The curriculum is designed to fit within a tenth-grade health course and deals with using anger to better oneself and one's family. The curriculum models a successful campaign to reduce smoking. It is designed to teach young people, especially inner-city males, that they are at risk of becoming both the perpetrators and the victims of violence and that violence is not inevitable — they do have choices.

The violence prevention course provides these young people with alternatives to fighting. The lessons present information about violence and homicide and the nature of anger and ways of dealing with it. Conflict resolution and mediation also are addressed, but violence prevention, which is more crisis-driven, receives the majority of the attention.

Educating students about violence is not an easy process. Prothrow-Stith believes that there is no better place than school for children to learn to get along with one another peacefully. However, the help of the entire community is needed in order to save youth from the vise of violence.

Individually, we do not have the power to ban the sale of handguns, end the sale of illicit drugs or require that violence be portrayed realistically in the mass media. Deborah Prothrow-Stith believes that collectively we can accomplish what appears to be an overwhelming task. It is the ordinary people, the people who care, who can make a difference.

Prepared by Jane Grady, executive assistant for NSSC.

NSSC offers new resource for teaching responsibility

Teaching personal and social responsibility is the theme of a new book soon to be published by the National School Safety Center. This 130-page book, written by two education practitioners, offers insight into the difficult task of preparing students to take responsibility for themselves and the communities in which they live.

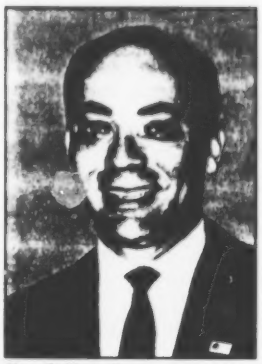
Human nature, all too often, seeks the lowest level of responsibility while seeking the highest expression of freedom and rights. When left unchecked at home and school, this often translates into disobedience, disruption, violence, truancy, early pregnancy, drug abuse and, in general, a lack of appropriate self-control and motivation in young people.

Schools can play an important leadership role with students, parents and the community in teaching responsibility skills. Children can be taught to be autonomous, self-reliant, cooperative, decisive, respectful and persistent. The ideas, suggestions and model curricula set forth in ***Developing Personal and Social Responsibility*** are designed to serve as a framework on which to build successful school and community programs aimed at training young people to be responsible citizens.

To reserve your copy, send check for $9 per copy to NSSC, 4165 Thousand Oaks Boulevard, Suite 290, Westlake Village, CA 91362. ***Check must accompany order.***

PRINCIPALS of LEADERSHIP™

Myra C. Bryan



Paul Casciano

Francine C. Fernandez

Excellence is a focal topic this Olympic year. The imagination is caught, riveted upon the dreams and long-held hopes of the dedicated individuals who push themselves toward personal perfection. Nothing less than the best is acceptable, yet much more than the best is demanded as each strives to excel, extending personal goals to increasing levels of achievement.

The quest for excellence is a common theme among this year's Principals of Leadership. These outstanding men and women have displayed to their respective schools, and the communities that surround them, positive examples of guidance; they confirm the trust accorded them by their students' parents. Excellence has been defined as that which "cannot be coerced or mandated. Rather, it is a condition to which individuals may aspire." Each of these men and women have decided that the norm is unacceptable, that the usual can become the unusual through diligence and perseverance.

From superiority in overall school climate to programs preparing tomorrow's adults for tomorrow's job market, from firm nurturing of potential dropouts to innovative curriculum, these examples of excellence demonstrate advantageous use of all available talent. Constructive and creative utilization of time is clearly evident, as is emphatic stress upon mental discipline as the best means of achieving an orderly, safe, productive school environment.

The 1992 "Principals of Leadership" are (counterclockwise from top left): Myra C. Bryan, Socastee High School, Myrtle Beach, South Carolina; Paul Casciano, Moriches Elementary School, Moriches, New York; Francine C. Fernandez, Kailua Elementary, Kailua, Oahu, Hawaii; Dorothy Travis Johnson, Lapham Park Assessment Center, Milwaukee, Wisconsin; Dianna Lindsay, New Trier Township High School, Winnetka, Illinois; Stella Loeb-Munson, Caledonia Elementary School, East Cleveland, Ohio; William Martin, Bleyl Junior High School, Houston, Texas; David Snead, Cass Technical High School, Detroit, Michigan; Stephen Swymer, General Wayne Middle School, Malvern, Pennsylvania; and M. Jody Tyson, Stovall Junior High School, Houston, Texas.

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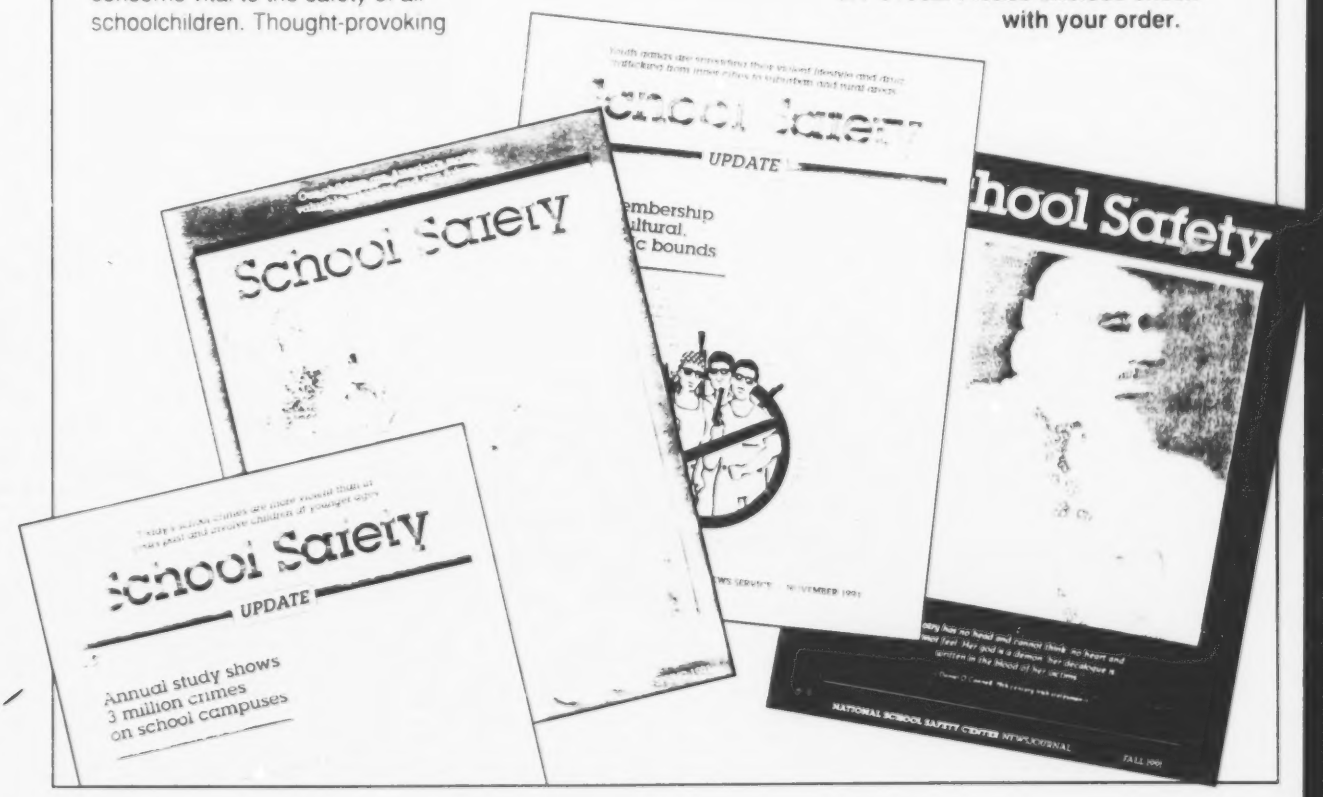

School Safety

From reading, writing and arithmetic to rage, risk and retaliation, teachers today face many new challenges.

BEST COPY AVAILABLE

Reading, writing and retaliation

By Ronald D. Stephens
NSSC Executive Director

Teachers have increasingly become the target of violence and intimidation in America's public schools. Years ago, teachers, along with law enforcement officers or other supervising adults, were held in high esteem.

Today they must rely on much more than official authority — they must have personal qualities and skills to assist them in commanding a level of respect and control necessary to teach young people.

In 1978, the National Institute of Education's *Violent Schools/Safe Schools Study* reported that 5,200 teachers were assaulted or attacked every month — 1,000 seriously enough to require medical attention. Although there has not been a major study since 1978 a composite of other regional and state reports, including news media accounts of violence directed at teachers, indicates that teacher victimization is increasing.

The United Federation of Teachers in New York and the New York City Board of Education have jointly established the Victim Support Program (VSP) to help teachers through the trauma and recovery of violent events. But the physical harm does not reflect the entire picture. Psychological damage can be equally disabling to the teacher. A 1987 U.S. Department of Education survey reported that 29 percent of teachers had considered leaving the teaching profession because of violence and intimidation.

Many report that their university training did not adequately prepare them to do their work. The California Teacher Credentialing Commission has become so concerned about this issue that it has established a State Advisory Panel to develop recommended teacher training and leadership strategies to better prepare teachers for the classroom. The final report, with recommendations, should be available by September, 1993.

Creating a positive campus climate begins by empowering teachers with the skills necessary to control and manage students. Educators are now beginning to realize the importance of safety factors to the educational process.

Teacher safety will become a major bargaining chip of the 1990s. Already teachers are demanding to know who is in their class, the kind of emergency backup support they will have when a disruptive problem occurs, the type of communication capability available and the kind of support the district will provide to teacher victims.

Supporting the teacher requires a vast array of district services. As state and municipal governments tighten their budgets and cut back on nonteaching positions, the budget reductions directly affect teaching effectiveness. Many of the services that once supported the teacher are no longer available. Reduced custodial care, counseling cutbacks, reduction of school security personnel, textbook and supply retrenchment, increased class size — all of these changes place new requirements on the teacher.

Teacher effectiveness is synonymous with system effectiveness. For education to flourish, it is essential to develop systemwide strategies that comprehensively and collectively engage the community's resources and energies. Our teachers deserve this basic support.

Several key individuals have contributed to this issue of *School Safety*, focusing on the current trends and issues of teacher and staff victimization.

Edward Muir of the United Federation of Teachers examines efforts to prevent school crime and victimization in New York City schools. Historically, efforts there have centered on enhancing supervision, technology and hardware.

Kendall Johnson, a family therapist and mentor teacher in a school for troubled teens in Claremont, California, has written a new book about school crisis management. His article on cumulative traumatic stress provides an intervention model to help schools build teamwork and cohesion after chronic exposure to crisis and stress.

VSP program psychologist/coordinator June Feder and the National Organization for Victim Assistance in Washington, D.C., suggest ways to help understand and support individuals who have been victimized. Peter Commanday provides practical techniques for dealing with disruptive students. Through his Peacemaking Institute, Commanday conducts training seminars that are aimed at improving teachers' chances of everyday survival.

Michael Grant, a veteran schoolteacher, had an explosive device containing one-fourth of a stick of dynamite thrown at his head. Currently on leave of absence from his teaching duties, Grant offers his personal perspective on how schools can prevent such incidents.

Bernard James of NSSC discusses current issues in school liability as they relate to teacher and staff victimization. Who will assume the risk of teaching in today's often violent schools?

A noteworthy local study validates nationally reported estimates regarding the number of students who carry weapons to school. Kelly Jay Asmussen reports about his survey of senior high school students from a small urban city in the Midwest.

NATIONAL SCHOOL SAFETY CENTER

Pepperdine University's National School Safety Center is a partnership of the U.S. Department of Justice and U.S. Department of Education. NSSC's goal is to promote safe schools free of drug traffic and abuse, gangs, weapons, vandalism and bullying; to encourage good discipline, attendance and community support; and to help ensure a quality education for all children.

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School Safety

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About the cover:

In a Lower East Side, New York, schoolroom, a teacher demonstrates on the blackboard. Photo by Jacob Riis, circa 1886, courtesy of the Bettman Archive.

CONTENTS

4 **Monitoring the trends**
by Edward Muir
7 **Reducing the trauma**
by June Feder
9 **Understanding trauma**
National Organization for Victim Assistance
10 **Who assumes the risk?**
by Bernard James
13 **The great illusion**
by Michael J. Grant
15 **The trouble with trouble**
by Peter Martin Commanday
20 **Architects of excellence**
by Tani Welsh
23 **From fistfights to gunfights**
by H. Woodrow Hughes
24 **The tip of the iceberg**
by Kendall Johnson
28 **Weapon possession in public high schools**
by Kelly Jay Asmussen

Updates

2 NSSC Update
31 National Update
32 Legislative Update
33 Legal Update
34 Resource Update

Resources

18 NSSC Publications
19 NSSC Resources
22 School Safety News Service
27 NSSC Documentaries
35 Principals of Leadership

EDWARD MUIR

Conventional efforts to prevent teacher victimization and school violence have focused on enhancing security forces, technology and hardware. Additional approaches are indicated.

School staff victimization: Monitoring the trends

The United Federation of Teachers (UFT) has been tracking incident reports from New York City school staffers for more than 20 years. This process was instituted because the anecdotal reports from teachers did not match the official reports from the board of education. The UFT noted a serious underreporting problem.

The UFT's early reports were rather simple. Union representatives in schools were given forms to report assaults and thefts. For years, the form was called the "assault/robbery form." All the data was hand entered on long ledger sheets. The union's School Safety Committee and the school system's Office of School Safety agreed in the mid-1970s to share data. The board's data collection and reporting was also done by hand.

Early reports

What kinds of problems were found in the 1970s? Contrary to what some people believe, they were not the good old days. Note these examples from the 1978 annual report:

September 23: — "A large group of male students kicked open my door. While one student held me against the wall, the others grabbed at my breasts, buttocks and thighs."

October 6: — "She approached me from the rear and attempted to strangle me. Her grip was so tight around my neck that I could not even call for help."

October 18: — "One of the boys pushed me. I fell backwards, hitting my spine and head on the corner of the closet. The headaches, vomiting and blurred vision became quite severe."

November 16: — "Two unknown males entered my room, assaulted me and ripped the gold chain from my neck."

November 30: — "Parent assaulted me with fists and with an umbrella. She would not let me out of the room."

December 13: — "While attempting to stop two students from fighting, one student turned to me and kicked me in the groin and scratched my face. I was out of work for seven weeks."

January 6: — "A student assaulted me. He tried to strangle me with my own jewelry. He punched me in the face and attempted to stab me with a twelve inch knife."

January 13: — "As I sat behind my desk I was hit by a Jack Daniels bottle thrown in my door."

March 1: — "During a conference with a male parent, the parent punched me in the jaw and neck. When he left the building he told the principal that I was a dead man."

March 21: — "Three youths entered my room and asked my name. When I told them, one hit me on the head. As I stood up to defend myself, one sprayed a substance into my face. I was immediately blinded." (This teacher was hospitalized with acid burns to the corneas.)

Each of these incidents is pretty tough, but not one mention of a gun was made.

Focus on manpower

Formerly, a great deal of the focus centered upon increasing the number and improving the performance of security guards, called Student Service Officers. They were poorly trained and poorly paid. Many came from a federal jobs program, the Comprehensive Employment Training Act. The requirements were minimal, with unemployment a major criterion. Officers wore no uniforms and were utilized solely in the high schools. Some proved more trouble than they were worth.

In the 1977-78 school year, incidents involving teachers totaled 3,367 — an

Edward Muir is director of the School Safety Department of the United Federation of Teachers in New York. He is a frequent contributor to School Safety *and consultant to NSSC.*

increase of 7 percent from the previous year. Included were 2,287 physical attacks and 834 thefts, of which 164 were robberies or forcible thefts. Because of simple data gathering procedures, little else can be concluded concerning the staff. However, one trend continues. The majority of incidents occur in a distinct minority of schools.

In the mid-1970s, Los Angeles psychiatrist Alfred Block published an article comparing the symptoms of school crime victims to the symptoms of wartime victims suffering from combat fatigue and post-trauma stress. UFT's work with teacher victims showed Block's theory to be valid.

The union offered services of a very practical nature to the membership impacted with these problems. Victims were advised of their rights and the procedures to follow in order to protect those rights. However, through providing this advice over the phone and in person, it became apparent that staff victims had a great many needs that were not being addressed.

During the 1980s, the school security force in New York improved markedly. One important step provided guards with uniforms and radios. They were given improved training and deputized as special officers with arrest powers. The Office of School Safety expanded its operation into the middle and elementary schools. By the end of the decade, the office became a division; it was the sixth largest police force in the nation, with over 2,500 officers.

Focus on technology

Along with increased staffing, the board of education invested more money in security technology, though not always with the desired results. One of the first attempts, SCAN, was a victim of the 1975 recession. SCAN was a personal alarm system placed in 20 high schools, with each staff member given a pen-sized activator. When activated, a signal was sent to a console in the security room. The console would indicate the location of the activation and assistance could be designated.

With the budget crunch, the system collapsed. In some instances, the person monitoring the console was laid off and no replacements could be found. Activators were lost and could not be replaced. The board could not afford to continue the repair contract. One school was just partially wired for the system when the project was abandoned.

Another significant investment was made in burglar alarms that rang at a central station when activated. This elaborate and expensive system was only moderately successful. At times the noise of passing trucks or nearby subway trains set off the alarms. Another problem was police response time. In some New York City police precincts, a school break-in is a very low priority crime. Additionally, it was determined that the perpetrators often knew that they had at least half an hour to carry out their spoils.

Closed circuit television was tried in several large schools and was found wanting. The concept is good — cameras monitor corridors and exits so that a small security staff can respond to trouble in a hurry.

Problems existed with vandalism, such as spray-painted lenses. There was a lack of maintenance and repairs for cameras and monitors and too little staff to establish short monitoring assignments. Long assignments caused "EGO," eyes glazing over, so that riots in corridors went unseen and unreported.

Perhaps the worst application of a good idea came with a type of two-way public address system, sometimes called a talk-back system. The concept was similar to SCAN. However, instead of being remote and portable, the activator was hard wired to the wall a few feet below the public address speaker. Aside from being very limited in emergency situations, in some schools, students hit the switch many times throughout the day.

Effective investments

Some technology investments did prove to be effective. Computerized card entry systems have been very successful in the high schools. Students are given a photo identification card. As they enter school, they are required to insert the card into a terminal. The computer determines if the card is valid, marks the student present for the day, indicates if the youngster is "wanted" by a dean or guidance counselor, and even flashes "Happy Birthday!" Young intruders can thus be excluded from the school.

Computerized card entry systems have been very successful in the high schools. Students are given a photo identification card. As they enter school, they are required to insert the card into a terminal. The computer determines if the card is valid, marks the student present for the day, indicates if the youngster is "wanted" by a dean or guidance counselor, and even flashes "Happy Birthday!"

Perhaps the New York program that received the most attention was the metal detector program. As the 1991-92 school year began, 20 high schools and two middle schools were involved. The project included a number of security officers who went from school to school with hand-held detectors. The 22 participating schools were visited once a week by the detector teams.

To move the students into school promptly, every third or fourth student was "scanned." In the first two years of the program, there was significant improvement in the reduction of weapons and incidents in those schools. How-

ever, by the end of June 1992, some flaws became evident. Students learned the routine. Incidents rose on days when the detector squads were not there.

Another technological component that accompanied the metal detector concept was the electro-magnetic door lock. While students were arriving and being screened, some method was needed to ensure that guns and knives were not smuggled through side and back doors. Assigning a security officer at every exit was wasteful; that person became a $25,000 per annum lock.

The electro-magnetic door locks, which delay opening and indicate at a central station that an exit is being attempted, seemed to be an answer. One significant problem arose over the use of these locks: they did not conform to fire department regulations. The solution included tying that system into the fire alarm and placing a smoke detector system throughout the building.

The current picture

At the beginning of the 1991 school year, New York City schools had 2,500 trained security officers deployed in more than 1,000 school buildings. Some schools had safety technology and programs. Several other factors have had a serious impact on the safety picture.

The city of New York, along with the rest of the Northeast, was in the midst of a recession. An early retirement program ushered 4,000 experienced teachers out of the system in June of 1991; little more than half were replaced by new teachers. School opened in September of 1991 with 2,500 fewer teachers and 25,000 more students, pushing enrollment above one million. The ratio of school staff to students was far past the point of peril.

The second factor was the alarming increase in the possession and use of guns by teenagers in the city.

The 1991-92 school year proved to be the most violent for staff since records have been kept, with over 4,000 incidents. City schools experienced 131 incidents involving guns in and around campuses, compared to 45 for the prior year. Thirty-two people were shot and 4 people were killed. The following are examples.

November 19: — Teacher shot in left arm as he departed a Brooklyn school.

November 25: — Teacher shot and wounded, and student shot and killed at a high school.

January 7: — Teacher shot as she was returning to school from a meeting. She later died of her wounds.

February 4: — Shots fired into teacher's car as she was parking in front of the school.

April 16: — Student shot and burned teacher with a stun gun.

June 2: — Teacher forced at gunpoint to drive perpetrator out of the area.

In addition to the technology programs and security personnel, the city police department assigned more police officers to the schools. But the 1991-92 school year was still the worst on record for staff safety. Why?

It is surmised that the loss of many experienced teachers, a worse ratio of staff to students and cutbacks in supportive services were responsible for the increased violence.

Security forces, technology and hardware can only do so much. If a school system suffers from understaffing, overcrowding and inexperienced staff at all levels, there will be severe problems regardless of the security package that is provided.

The data show that a high percentage of staff victims are new teachers. Despite all efforts — security officers, security technology, procedures and policy — a vital piece is missing. How can we prevent a staff member from becoming a victim?

Proposed strategies

By late winter last year, a series of violence prevention workshops were introduced at five school sites throughout the city. Reports from participants were most encouraging.

The UFT was also instrumental in placing the Straight Talk About Risks Program (STAR) into New York City schools. The anti-gun violence program was designed by the Center to Prevent Handgun Violence. First introduced to local middle schools on a pilot basis, it will expand into the high schools and lower grades over the next two years. It is much too soon to evaluate the program. STAR complements a number of mediation programs already in place in our schools.

Schools certainly cannot tackle this problem alone. When dealing with the gun issue, help is needed on the enforcement end. Very stiff federal and state penalties for anyone who sells a handgun to a child are ineffective. The same buy and bust programs used in the war on drugs could be utilized against gun sellers.

The UFT goes well beyond the bread-and-butter issues, operating many collaborative programs with the board of education. The Victim Support Program is one such effort.

Three full-time staff members and five part-time people serve thousands of staff school crime victims. Sometimes, a phone call and a letter is all that is needed. At other times, people need help dealing with the school system's bureaucracy or the criminal justice system. Some victims need psychological counseling, which is provided in a number of formats, including short-range, individual or group sessions.

All of these programs, involving both prevention and intervention, depend upon a reporting system that provides an accurate picture of the safety and security situation in each school — one that can provide systemwide data in trends, as well as time and location studies of incidents in any school.

Hopefully, with an accurate information base, additional solutions will soon emerge to eradicate the senseless victimization of school staffers.

JUNE FEDER

An attack against a teacher can have serious emotional and psychological consequences. Concerned response helps victims regain a sense of control and focus.

Reducing the trauma of teacher victimization

Victims of violence and abuse often experience debilitating pain. In addition to the pain resulting from physical injury, victims often experience psychological trauma. The sudden, unexpected rupture of the fundamental sense of safety caused by victimization can lead to varying degrees of psychological distress.

Problems can include initial feelings of shock, disbelief, confusion, disorientation, helplessness and vulnerability. Later, individuals may experience other strong emotional reactions including fear, anger, rage and self-blame. Additional problems may develop, such as sleep disturbance, nightmares, depression, phobic reactions and other kinds of difficulties. These reactions may persist for weeks, months or even longer, and may affect many areas of functioning.

Second injury

In addition, victims often suffer injury not only from the incident, but also from the system that fails to provide sufficient support as well. Many victims report that, rather than receiving help in the aftermath of an incident, they are ostracized, avoided, ignored and sometimes even abused. This phenomenon is so widespread that researchers have termed it the "second injury," since victims are injured twice: first by the assailant and then by systems and individuals who let them down.

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The trauma of victimization

On November 10, 1991, Gail was teaching geography to her fifth-grade class. The students were attentive and involved. Suddenly, the door opened and a student intruder approached. He pointed two guns at her and fired three times. No bullets were discharged.

Later the school administration informed her that the guns were "just toys." They then followed with advice to pull herself together and resume her classroom duties. That night Gail suffered a severe and debilitating asthma attack, had terrifying and recurring nightmares, and subsequently became afraid to leave her house.

On April 16, 1992, six intruders pushed their way into John's high school English class. They arranged themselves along one side of the room while blocking the door. For no apparent reason, one started a fight with another. While John was distracted, a third approached him on the left and deeply slashed his arm with a razor, causing him to need more than 30 stitches.

Since the incident, John, a 20-year school system veteran, has been confused, withdrawn and unable to work. He reports that, after three months at home, his principal has called him only once.

In September 1989, the United Federation of Teachers and the New York City Board of Education initiated the Victim Support Program (VSP) to provide services to school staff victimized by school crime. Included are psychological counseling and various forms of practical assistance. In the past three years, VSP has reached more than 6,000 injured staff members and provided intensive services to almost 1,000.

In general, VSP has found that for many victims, the treatment that they receive in the aftermath is a critical factor along the road to recovery. Thus, when victims perceive concern, support and protection, they appear much better able to cope with the emotional onslaught that victimization produces.

In contrast, when victims perceive either the absence of support or active insensitivity, they may feel far more violated than after the original assault. For example, teacher victims report that while, on some level, they can come to terms with the actions of the assailant — perhaps a student driven by a loss of control or an intruder driven by greed or fear — they cannot come to terms with lack of support from those from whom they might have expected help. This experience, when it occurs, compounds the psychological injury, so that victims feel abandoned and betrayed.

At first, this phenomenon might seem

perplexing for two reasons. One, it flies in the face of our widely accepted notions about support for people in need, and two, it contradicts general conceptions about pro-social behavior among people in helping professions.

Response to victims

The response to victims is complex and may interfere with the wish, as well as the ability, to show support. Victims seem to bring out a "universal fear of contamination" in others. Individuals around victims respond as if victimization were "catching," as if feeling or showing empathy for the injured person makes them similar to that person and thus, vulnerable to the same fate.

"Blaming the victim" or refraining from support increases psychological distance and reduces feelings of vulnerability, causing people who might be potentially helpful to back away. This is particularly true where there is both physical and psychological proximity, as in the case of teacher victims in relationship to colleagues and supervisors.

Other issues compounding the risk of second injury for teachers include supervisory accountability for school incidents, which might attribute blame to the individual victim rather than school security conditions, and the inclination of teachers to blame themselves, feeding the corresponding tendency in others.

Many school staff victims receive adequate and sufficient support; indeed, many report that they are treated with care, concern and sensitivity. Those who perceive such support fare considerably better in the aftermath of victimization than those who do not. They have fewer difficulties, appear better able to cope with problems that do arise and to get on with their lives, and seem to experience fewer residual problems down the road. The available support appears to give them an emotional cushion that buffers the intense response to violation.

Support for victims

What constitutes adequate support? While specific needs may vary from individual to individual, there are general principles which can guide interaction with those who have been hurt.

1) *Respond as quickly as possible.* This might seem obvious, but victims often speak with bitterness about delays in securing administrative, security or medical assistance. One teacher told of a delay of more than 20 minutes before help arrived after she reported that a gun-wielding intruder had entered and then left her student-filled room. These kinds of experiences can add greatly to feelings of distress.

2) *Find out what individuals need.* This may not be so easy since victims themselves do not always know what they need. For example, many injured people experience initial emotional numbness. This affords protection against overwhelming feelings of distress in the immediate aftermath, yet may also cloud their judgment about the best course of action.

Roy was attacked in his classroom by student intruders who robbed him of his wristwatch, beat him and fractured his nose. After he secured superficial medical attention in the school emergency room, he agreed to return to his teaching duties for the day and then agreed to a previously scheduled classroom observation by his supervisor. Days later, at home recovering from his injuries (which required several months away from work), he spoke with rage about inadequate and unreasonable requests.

The point is that someone needs to ascertain the best course of action following an incident, with the focus on meeting the victim's needs.

3) *Be available.* Some victims have a need to talk and for someone to listen. They may feel frightened, confused and agitated. Some may need reassurance. Some may need guidance or company while they wait for medical or other kinds of help. Above all, it is important to ensure that the injured person is not left alone.

When Joe, a school system veteran, recalled being attacked in the school by a gang of armed intruders who punched his face and damaged his eye, he noted that following his report to the principal, he was left alone in an office for close to an hour to complete paperwork. Then Joe was sent home by himself. This increased his feelings of bitterness and isolation and contributed to his decision not to return to teaching.

4) *Be aware of critical periods following an incident.* Although individuals may be vulnerable throughout the course of recovery, there are periods in which shows of support are particularly important. These include the immediate aftermath, the initial days after the incident, court appearances, encounters with police and other criminal justice personnel and the return to work.

Although school personnel cannot be involved at each juncture, they can be involved at important points. In addition, particularly in cases where there is extended time out of work, individuals appreciate periodic contact.

Lil, brutally assaulted by a drug-crazed intruder and requiring a six-month convalescence, spoke with great affection and gratitude about the calls and cards which she received during that time. In fact, the show of concern enabled her to return earlier than she had anticipated. This contrasts sharply with the many sad and angry reports from teacher victims about no calls and no contact.

The return to work is often a benchmark in the course of recovery. It is not surprising that individuals frequently re-experience arousal of emotional distress and vulnerability. Displays of concern from colleagues and supervisors can help victims adjust. In fact, just before they go back to work, individuals should be encouraged to take an accounting of any special needs and requests and discuss these with their supervisors. Concerned response helps victims to gain a sense of control and focus.

An attack against a teacher or school staff member can have serious emotional and psychological consequences. Available and adequate support can greatly ease distress and be a powerful tool in recovery.

Understanding crisis reaction and trauma

As caretakers of a community within a community, administrators of schools must deal with the effects of tragedies that occur both on and off school campuses. Whether the immediate tragedy is suffered by a student, staff member or a large group of people, the rippling emotional trauma that occurs can have long-term effects on the school environment.

The crisis reaction and its accompanying trauma is a unique experience shared by most victims. When individuals are victimized by violent crimes, they experience both a physical and emotional reaction. The severity of the reaction is affected by five factors:

- the intensity of the event;
- the suddenness of its occurrence;
- the duration of the event;
- the victim's ability to understand what happened; and
- the stability of the victim's equilibrium at the time of the event.

Individuals exist in a normal state of equilibrium. Each individual establishes his or her own boundaries, usually based on a personal understanding of the world. Occasional stressors will move the individual out of this state. Most people, however, return to a familiar and comfortable range of equilibrium.

Trauma throws people so far out of their normal range that it is difficult for them to restore a sense of balance. After they do establish a new balance, it will differ from the previous one and will have new boundaries and new definition.

Trauma may be precipitated by an acute stressor or many chronic stressors. An acute stressor is an event that is sudden, arbitrary and often random. Examples include crimes perpetrated by strangers, natural disaster, man-made disaster, accidents and acts of war.

Chronic trauma refers to stressors that occur over and over again, each time pushing the individual toward the edge of the state of equilibrium, or beyond. Examples of chronic stressors include familial abuse and chronic illness.

Developmental stressors occur during transitions in life, such as adolescence, marriage, parenthood and retirement. Planned stressors include beginning an advanced degree, accepting a new job or planning a vacation.

An individual suffering from chronic or developmental stress may be more vulnerable and at a higher risk for emotional trauma after an acute stressor occurs.

The emotional response of the crisis reaction has three stages. Feelings of shock, disbelief and denial accompany the first stage, which may last only a few moments or may continue for months.

During the second stage, victims experience a cataclysm of emotions: anger, fear, frustration, confusion, guilt or grief.

Anger may be directed at God, human error, the criminal justice system and even oneself. Anger may become confused with the desire for vengeance. Just as anger is a normal response, so is the desire for revenge, which often subsides even though overwhelming rage may continue.

In the aftermath of a catastrophe involving life-threatening injury or death, a sense of terror may emerge. Terror is a residual emotion that results from the physical response of panic. It may become the foundation for panic attacks in the future.

Frustration is a by-product of the feelings of hopelessness and powerlessness that accompany a crisis event. After the initial impact, frustration may continue when victims or those supporting them are unable to successfully obtain help.

Often plaguing the victim and causing confusion is the question "Why me?" While it is a question that usually has no answer, humans tend to seek order and rationality in their existence. Hence, unanswered questions lead to even more frustration. In the effort to establish an answer, victims turn inward, feeling guilt and blaming themselves for the crisis and victimization. Survivors frequently are plagued with internal questions concerning why they survived while others died.

Intense grief or sorrow over losses is not uncommon. Losses to the victim include loss of personally significant property or loved ones; loss of control over one's life; loss of trust or faith in God or other people; loss of a sense of fairness or justice; loss of a sense of immortality and invulnerability; loss of identity or future; and loss of meaning or values.

The third stage of the emotional response is the reconstruction of equilibrium. Out of the emotional upheaval, the victim establishes a new equilibrium. This can be a very difficult, time-consuming process. Experiencing both good and bad days, life for the victim during this phase often resembles a roller coaster ride.

Most people live through a trauma and are able to reconstruct their lives with outside help. Trained professionals can assist victims through several processes that help them recover, including re-defining values and re-establishing meaning, trust, identity and a new equilibrium and future.

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BERNARD JAMES

When a teacher is victimized in the line of duty, who is held liable? Must teachers and other school personnel assume the risk and teach at their own peril?

Unsafe working conditions: Who assumes the risk?

Liability. Mention of the word in almost any context generates an immediate audience. In law, the specter of liability is the most effective catalyst to improving, preventing and avoiding the obligations such a decree imposes. Among public policymakers, the desire to avoid liability acts as a constant incentive to carefully consider the implications of any decision.

However, a discussion that combines the issues of liability, safe schools and teachers generates a surprising and dissatisfying silence. The voices advocating changes in the campus environment are far outnumbered by those who rarely, if ever, consider the role of violence against teachers in the continuing decline of the educational process in our nation's schools. The anomaly is even more striking in the face of the evidence of increasing violence against teachers in schools. Do teachers and other school personnel assume the risk and thus teach at their peril?

Personal risk

Consider the case of Josephine M. Keane. Mrs. Keane was a Chicago school teacher who died "in the line of duty." The court reviewing the lawsuit brought on behalf of her estate described her case in this manner:

"[Keane] was employed by the City of Chicago Board of Education as a school teacher and was assigned to the Lewis-Champlin Grade School in that capacity. The complaint alleges that on April 20, 1961, Mrs. Keane, while on the school premises in her capacity as a school teacher, was assaulted and killed by Lee Arthur Hester, a student enrolled at the school."[1]

On the liability issue the court was succinct:

"[Keane] maintains that, under the circumstances alleged ... the City owed a duty to the deceased to furnish police protection, and that the doctrine of governmental immunity does not absolve the City from liability. We disagree."[2]

In another case, Lynda Tredway, a teacher at Spingarn High School in the District of Columbia, filed suit alleging unsafe conditions after being raped in her classroom after school one afternoon while grading papers.[3] The intruders assaulted her with a knife, and then robbed and raped her. Tredway's suit was dismissed. The court concluded that workers' compensation was the exclusive remedy for her injuries. "Physical attacks by third parties sustained in the performance of the employee's duties," expressed the court, "are clearly covered [under workers' compensation]."[4]

These outcomes are quite ordinary. Teachers are met with decidedly different rules on liability that make it difficult — almost impossible — to add their voices to those prompting changes in the campus environment. Public policy on school safety for educational employees has simply not kept pace with the quickly deteriorating reality of classrooms, posing challenges not covered in basic teacher education training curricula. As a result, the response of the law is inadequate and, in some cases, nonexistent. If public policy is to respond in the future, there must be more discussion about the role and limitations of traditional approaches to protecting teachers.

Immunity from suit

Two major features dominate the landscape of liability law with regard to violence against teachers. The first is immunity from suit and the second is the public duty doctrine.

Governmental immunity, simply put, is the protection from ordinary liability suits that governments inherently possess. The concept is a derivative of the English common law notion that the Crown could not be sued without its consent. There is also a contemporary economic justification — any money judgment ultimately paid as a result of a liability finding is funded by the taxpayers.

So long-standing is the notion of immunity that the Eleventh Amendment of the United States Constitution contains a

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guarantee that states are immune from liability suits brought against them in federal courts. Clearly, if a state wishes not to answer for injuries that arise as a result of most government activities, it may do so as a matter of law. However, as a matter of public policy, few states take such an absolute position.

Most states have made immunity from liability suits conditional on circumstances and procedure. This partial abrogation may merely reflect the fact that states have recognized that accountability for certain hazards can easily be managed through a self-insurance fund or by obtaining blanket policies of insurance, as would a homeowner or businessperson.

In a general discussion about conditional immunity, two distinct immunity scenarios are usually helpful to illustrate the approaches. In the first setting, school operations are given blanket immunity for all injuries that occur, provided that the injury arises out of negligence rather than intentional conduct of its employees. Texas has such a statute. It provides:

> No professional employee of any school district within this state shall be personally liable for any act incident to or within the scope of the duties of his position of employment, and which act involves the exercise of judgment or discretion on the part of the employee. ...
>
> Professional employee, as used in this section, includes superintendents, principals, classroom teachers, supervisors, counselors, and any other person whose employment requires certification and an exercise of discretion.[5]

Under these conditions, liability — particularly a money judgment — is difficult to establish. An injured teacher may still bring suit against the person(s) causing the injury, but in most instances, the juvenile or parent will not have the resources to pay the judgement that liability imposes.

In the second liability scenario, schools are prepared to assume liability for injuries arising only out of certain specified activities, with immunity pertaining to everything else. The state has usually decided to insure against these occurrences or has limited by law the amount of recovery it will pay.

Regarding those activities, liability is an institutional rather than personal matter. Personal liability may still arise when injuries are inflicted intentionally or when they result from activities that are outside the scope of employment of the individual.

This setting accurately describes the environment in most states. Arkansas, for example, has a statutory scheme that waives immunity for an event that takes place on campus, but which also limits the amount of recovery. Its Education Code, section 6-17-113, provides:

> The Department of Education is authorized and directed to establish a self-insurance fund or negotiate for and procure a group or blanket policy... insuring [school employees] against civil liability for acts or omissions of each employee in the performance of his or her official duties... in the amount of $250,000 for each incident.

Connecticut laws produce much the same effect, but take a slightly different approach. Its Education Code, section 10-235, provides that:

> Each Board of Education shall protect and save harmless any member of such board or any teacher... from financial loss or expense, including legal fees, ... if arising out of any claim of alleged negligence... resulting in any injury, which acts are not wanton reckless or malicious, provided such [employee], at the time of the acts... was acting in the discharge of his or her duties or within the scope of employment or under the direction of the Board of Education.

These policies make it difficult for teachers filing suits seeking to establish liability based on the unsafe practices of officials in their district. The failure to provide adequate security is not a basis for a lawsuit.

Public duty doctrine

Most teachers are surprised to learn that the local governments that employ them have only a general duty to provide an environment adequate for education. Recent teacher injury cases that have argued for liability, based on the existence of a special relationship which imposes a duty to provide effective campus security, have lost because of the so-called "public duty doctrine." The doctrine, when combined with general principles of immunity, creates an environment in which teachers do assume the risk of attacks and injury.

The voices advocating changes in the campus environment are far outnumbered by those who rarely, if ever, consider the role of violence against teachers in the continuing decline of the educational process in our nation's schools.

All states have adopted some version of the "public duty doctrine." Under the doctrine, a government is not liable for negligence in failing to supply general police protection. In fact, the doctrine provides immunity for all discretionary acts and nonpolicy-making public jobs.

Police, fire and other municipal services fall into this category, designed for the general advancement of the public good and welfare. Liability does not attach to such services because governments could otherwise not afford to provide them, given the cost of paying judgments for injuries due to negligence and insuring against future occurrences. Exceptions to the rule have been found only in instances where the municipality

was under a special duty to a particular individual, such as protecting a material witness from threatened injury by third parties.

In the *Keane* case, described above, the court held that the city of Chicago did not owe any special duty to the teacher. The court observed that:

> [f]ailure on the part of a municipality to exercise a governmental function does not, ... expose the municipality to liability. ...[T]he duty of the City to protect Mrs. Keane from criminal acts was no more than the general duty to all citizens to protect the safety and well-being of the public at large. Failure of a policeman to prevent others from violating the law, to the injury of some third party, does not of itself subject the municipality to liability for the injuries. To hold that under the circumstances alleged in the complaint the City owed a "special duty" to Mrs. Keane for the safety and well-being of her person would impose an all but impossible burden upon the City, considering the numerous police, fire, housing and other laws, ordinances and regulations.[6]

Liability and a special duty

With this background, it is easy to see why no incentives exist to make teacher safety a specific item on the school safety checklist of a local government official. The force of logic of the law and policy on the matter has a pernicious quality. It is actually better to do nothing than to address the subject and in doing so create a special duty.

The general requirements for the special duty exception are as follows: (1) the government must be uniquely aware of the particular danger or risk to which the person is exposed; (2) there must be allegations of specific acts or omissions on the part of the government; (3) the specific acts or omissions on the part of the municipal employees must be either affirmative or willful in nature; and (4) the injury must occur while the person is under the direct and immediate control of employees or agents of the municipality.[7]

The case of *Bloom v. City of New York* is a textbook example of how a special duty may be created by making teacher safety a priority. In *Bloom*, a teacher filed suit for injuries suffered while attempting to break up a fight between students in the lunchroom. Two security guards were also assigned to the area, and one guard agreed to accompany Bloom to the spot where the disruption was taking place.

The court applied the public duty analysis to the case, but with a surprisingly different outcome. "[T]here is no special duty to provide police protection to a particular individual," reasoned the court, "unless that individual established a special relationship with the entity."

The court noted that "[o]ne way in which a special duty can arise is by a municipality assuming an obligation to protect a specific class of persons from a specific danger, which protection is relied upon by members of that class."

Then the court provided a blueprint for special duty liability. "Municipal liability can also occur when there is a direct relationship between the plaintiff and the governmental body, as where the government assumes an obligation to protect a specific individual from a specific danger."

The court agreed that the school "did not owe Bloom a special duty of protection because of his status as a teacher/employee and the existence of a general security plan. Nevertheless, it would seem clear that if the security guard agreed to accompany Bloom to the scene of the confrontation and provide assistance, and Bloom relied upon such anticipated support, a special relationship would exist."

Thus it seems clear that when schools do nothing, traditional rules of immunity provide an almost complete blanket of protection — or at least permit the local government to define the scope and method of liability it is willing to assume. The workers' compensation system most often holds the key to the scope of liability in these instances. In the *Tredway* case, in which the teacher was assaulted and raped in the classroom, the court provided a rationale for favoring such a scheme of liability.

> [Workers' compensation] serves a major purpose of... namely, to limit the government's liability to a low enough level so that all injured employees can be paid some reasonable level of compensation for a wide range of job-related injuries, regardless of fault. ...[The] savings, both in damages recovered and in the expense of handling the lawsuits, should be very substantial and the employees will benefit accordingly.[8]

It also seems clear that when teachers play a role in providing a safe school environment with the support of school security or law enforcement, this cooperation provides the basis of a special relationship out of which liability for failure to discharge a special duty may be found.

After *Bloom*, teachers concerned with safety on campus would do well to require that a campus security person or a peace officer be present on campus at all times. The reasoning of the case suggests that teachers do assume the risks of an unsafe school environment when standing alone. But, a well thought-out, general school safety policy augmented with designated security experts changes the traditional liability equation, providing greater incentives for local government to keep teachers safe.

Since most school districts already have some security personnel on campus, knowledge of the law may succeed in making campuses safer, or at least in making government accountable when teacher safety is compromised.

Endnotes

1. *Keane v. City of Chicago*, 98 Ill. App. 2d 460, 240 N.E. 2d 321 (1968).
2. *Id.* at 322.
3. *Tredway v. District of Columbia*, 403 A.2d 732 (1978).
4. *Id.* at 733.
5. Texas Education Code §21-912.
6. 240 N.E. 2d at 322.
7. *See generally*, 57 Am Jur 2d, Municipal, School, and State Tort Liability at 66.
8. 403 A.2d at 734.

MICHAEL J. GRANT

One teacher who was violently assaulted while on the job tells how he believes victimization of teachers can be eliminated by effectively controlling the school environment.

Teacher authority: The great illusion

I have been teaching approximately 20 years at the secondary level (grades 6 through 9) in one of the toughest districts in New York City. I am a six-foot, 230-pound, bald, Afro-American male. With my beard and mustache, I cut a very menacing swath as I walk through the hallways at school.

Until recently, I believed that I was king of my domain, a strong but fair disciplinarian who was respected by my colleagues and liked by my students. I believed that there was little in my domain that could harm me. After all, did I not make home visits and come out unscathed?

An explosive device containing one-fourth of a stick of dynamite was thrown at me at school, detonating about two feet from my head. Since the incident, all of my previous assumptions have changed. I am currently on a "line of duty" leave of absence from my teaching position, as I try to recover from this horrid experience.

Just after it happened, I remember regaining consciousness and seeing the overhead lights of the ambulance cabin. I had no idea what had happened to me or how it had happened. Since then, while in therapy, I have had the opportunity to reflect and now have some insights as to how this could have happened.

Michael J. Grant is a veteran teacher with the New York City Public Schools. Mr. Grant is currently on leave of absence while he recovers from a violent assault that occurred at school.

Illusions of influence

No matter what the ages of the students or the teacher, no matter where the school is located or the type of class, teaching depends a great deal on illusions. At the secondary level, this is even more true.

Chief among these illusions is that teachers have a great deal of authority in and around the school environment, that they wield awesome powers and can suspend a student with just one look.

It is no surprise to anyone who has taught in recent years that this is far from the truth. In reality, teachers are among the most vulnerable people in a school building, and it is only by maintaining the illusion of invulnerability that they can do their jobs at all.

The real danger comes when teachers themselves begin to believe in the myth. When this happens they are immediately at risk of becoming part of a growing statistical group: teachers who have been assaulted while in school. This is what happened to me.

I believed that all was under control, that backup was available, and that my presence would bring order. It is my firm belief that unless this current trend of violence is abated, there will be another statistic that will become even greater — teachers killed in the line of duty.

This predicts a grim scene, but one that is destined to be played over and over unless something is done to address the problem. It is not too late, but certain beliefs must be eradicated before the tide will be turned. It is not enough for teachers to control the classroom domain. It is the entire school environment that must be controlled.

Any good illusionist will tell you that what is important is what people perceive as the truth, not what actually is there. Teacher control and authority is similarly based on perceptions. Consider the three main areas of any school facility: the school grounds, hallways and group meeting areas, and the classrooms themselves. Little is said about the teacher's role outside of the classroom, on the school grounds or within the school building itself. The perception of what is expected and who is in control in these environments determines what happens in the classrooms.

A common junior high school scenario serves as an example:

> It is 3:00 p.m. and a crowd gathers around two students as they begin to square off for combat. There is screaming and taunting by the growing crowd. Teachers are leaving the building for the day, weary and on their way home.

There was a time in recent history, less

than 10 years ago, when just the sight of teachers in the vicinity would cause students to back off and nonchalantly try to fade into the background. If a dean appeared, the crowd would scatter. Teachers could risk walking into the crowd, separate the combatants and disperse the onlookers.

Then, a mere look was enough to stop any student in his or her tracks, and a scowl would spell doom. Now, what is more likely is that the teacher will choose to fade quickly from view.

Risks are too high

Have teachers become less caring and more callous toward students? Not really. If a teacher were to wade into that crowd, at best, he or she might be ignored. At worst, this teacher might get a bottle thrown at his or her head.

In the past, students knew that anyone who assaulted a teacher would face immediate expulsion from school. Today, all that will probably happen to a student is a five-day suspension from school, and for some, that suspension is an excused holiday.

This is not to say there are no teachers that will step in and break up a fight occurring outdoors. However, it is understood that you do so at your own risk, both physically and mentally.

A great deal of a teacher's influence depends upon the outcome when there is a confrontation with students. If the teacher emerges second best, he faces physical harm and his reputation will suffer proportionately. These results have repercussions in the classroom with students that were not even involved with the original incident. Many of my colleagues would rather not take this type of risk just so a student can have a five-day vacation.

The illusion of control

Hallways are more controlled than areas outside of the building. While incidents that occur inside are more contained, the risk of injury is just as real inside as it is outside. The risk may be even greater because there is an illusion of control, causing teachers to be more at ease. After all, what could possibly happen with everyone watching and your colleagues within earshot? But even the most alert individual cannot see everything or be everywhere.

What has brought us to this battlefield mentality? What has caused this decline in teacher authority and respect?

Fear of litigation

The answer is fear — the fear that charges will be brought against the school system for any number of outrageous acts that have reportedly been perpetrated against little Johnny. You find many school systems across the country paralyzed because of this fear.

Expel Johnny for assault? What about his rights to an education? Place him in a special school for disorderly students? What about his sensitive psyche? What about his right to freedom of expression?

Lost in all the bickering is the curtain of illusion that once protected the teacher on the job. Remember, it is the appearance of order that keeps most people in order. To illustrate this point, think back to your own days as a student. Did anyone ever really know the kid who was rumored to have been sent to reform school because of disruptive behavior? Most never did, but the story was well-known and accepted by all students in the school, and they feared what might happen to them if they also behaved poorly.

When I went to school in southern California, I knew that if I was bad I would be sent to a certain alternative school. There, it was rumored, the students beat you up every day and the teachers all weighed 300 pounds and chewed nails. That was enough to keep me from getting too far out of line.

Regaining control

Remember, teachers do not receive weapon or hand-to-hand combat training. What often stands between teachers and physical harm are their voices and their wits. If teachers are to continue to do their jobs in safety, then the illusion must be re-created and enforced.

This can happen in a number of ways. First, every school should be designated as a safe zone both in the law and in the minds of all who attend. Any drugs, guns or weapons of any kind should be sufficient reason for expulsion from school. Any assault upon a teacher should also be grounds for expulsion. In addition to expulsion, criminal prosecution should occur for any of these offenses.

Secondly, all extracurricular activities need to be given top priority in school budgets. Shops, computer classes, bands, teams and clubs are the reasons many students want to attend a specific school. The thought of losing shop privileges has made many a student stop and think twice about misbehaving, for fear of being sent elsewhere.

Third, it must always appear that administrators of the school system are 100 percent supportive of their teachers. Students must not be given the opportunity to assume that a disciplinary action against a particular teacher was a result of one student's action.

What happens behind closed doors and off the record is another matter. Many administrators will, once the door to the office is closed, read the riot act to a teacher who acted stupidly and put himself and the students in danger. But this same administrator will keep this encounter confidential.

On the other hand, some principals will run out with the slightest provocation, taking statements from students first, then interviewing the teacher. The students learn that all one has to do to send the system into frenzy is cry, "Wolf!"

The final responsibility for teacher and student safety rests with the teacher. Alert teachers have uncanny instincts for trouble. They seem to know when trouble is in the air and are very sensitive to changes in the environment that signal danger.

But one should never depend on instincts alone. All it takes is one split second and a teacher could end up as I did, waking to the fuzzy image of flickering lights and the interior of an ambulance.

PETER MARTIN COMMANDAY

Many teachers complain that they did not learn how to handle violent or disruptive students in their pre-service training. Here are a few practical suggestions for dealing with trouble.

The trouble with trouble

Most school personnel are not being taught practical techniques for handling trouble, techniques that would increase their chances for everyday survival. The Commanday Peacemaking Institute is dedicated to training professionals to stay safer — in schools, on the streets and at home.

No longer is the urban, inner-city school the only place where serious trouble occurs. Schools in all types of areas are experiencing an increase in the number of incidents of violence or disruption. The following are some concepts and immediately usable techniques taught by the Peacemaking Institute in a series of workshops in schools all over the country.

The trouble with trouble is that the emotions of individuals involved often cloud their judgment and their ability to effectively communicate. For instance:

- Sometimes a disruptor's infuriating verbal abuse in your face feels like a personal attack. In the disruptor's reality, it has nothing to do with you — you just happen to be there.
- To a disruptor, saving face will always be more important than adhering to any school rule.
- We answer what disruptors say instead of learning what they really mean.
- Too many of us believe that a disruptor should "stop" just because we say so.

Peter Martin Commanday is the director of the Commanday Peacemaking Institute Corporation in Congers, New York.

The following mental self-defense techniques will help a person stay safe.

Never take it personally

It was the beginning of the day. The students were coming into the school building in a reasonable order. A female teacher had started up the stairs to her classroom on the third floor, when she saw Jason sitting on the steps.

"Hi, Jason."

Silence.

"Jason, it is time to go to your homeroom class."

Jason jumped to his feet, glared at her and screamed: *"Get the f--- out of my face. Who do you think you are, b---- Don't tell me what to do; you're not my mother!"*

The great temptation is to respond to Jason with an angry lecture or with sarcasm. It is a good idea to squelch that response. The remark is rarely related to you, even though the venom is directed at your face.

No matter how personal the remark seems, whatever is said must not be taken personally. When you face this kind of verbal abuse, detach yourself emotionally. Instead of an emotional response to "get back" at the disruptor, use a peacemaking approach. For example, you can respond with absolute silence.

Silence is a very effective tool. Most disruptive students cannot handle it. They become uncomfortable and break the silence either with a tirade of loud abuse or a demand to be left alone. In either case, the disruptor is now focused on you —you have become the visual target. This is good, because it gives you the opportunity to create a change in the disruptor's behavior.

An alternative approach might be to ignore the personal attack and respond with a neutral remark such as:

"Jason, what's up?"

This remark is not as casual as it might appear. You are now offering the disruptor the opportunity to choose the topic for discussion. Sometimes this approach will elicit another personal attack, but rarely does it happen. More often, this remark stimulates the disruptor to say something related to the situation. After the first few words, the disruptor frequently reveals his or her real sources of frustration or fear, making it clear that the disruption is not concerned with you — you are just the recipient of the outburst.

You might consider a third type of response — a non sequitur. Say something that is totally unrelated to anything that has happened up to this point:

"Jason, who let out the white rabbits?"

The question has no value in itself. It

can work wonderfully in that it may get the disruptor to stop, look up quizzically and say:

"Lady, you're crazy."

Once again you are the visual target — the focus of the disruptor's attention. This attention allows you to continue with your silence or casual remark — all in hopes of getting Jason to tell you what is upsetting him.

We have all been cursed at. Sometimes we ignore it, sometimes we respond mildly and other times we get verbally aggressive. When you choose not to respond in kind, you are in fact disarming the disruptor of a potential weapon. Do not give the disruptor ammunition — never take it personally.

Everybody saves face

Saving face has become a common term in school settings. When kids are "dissed" (insulted) in school, they are hurt and react very strongly to regain their status in school and on the streets.

Kids can lose face in various types of situations. The following are some examples.

The student is alone.

Jason is sitting on the steps just before class, with serious thoughts about his mom. She is in the hospital and he isn't too sure what is wrong with her. He loves his mom and in their daily struggle to survive emotionally in the absence of a father in the house, they have formed a strong bond. He doesn't see or hear the teacher come up to him.

"Jason, what are you doing here? You belong in class. Please leave right now."

In this setting the student is alone — he has no audience. But he still loses face, as he feels the teacher should have read his mind and not bothered him with this stupidity. He loses face within himself with what seems to him to be an insensitive and disrespectful invasion of privacy. So, he lashes out at the person who has invaded his space — the teacher.

Even in a private setting with a disruptor, it is best not to give lectures or orders. Instead, take a more personal approach:

"Jason, how's it going?" or *"Jason, what's up?"*

If you don't know the student's name, try:

"Hi, how's it going?" or *"Hi, what's up?"*

On a one-to-one basis, a peacemaker stays personal and avoids questions that come from his or her organizational identity as teacher, dean or counselor.

Above all, a peacemaker uses a personal tone of voice, rather than the cold official tone we all know too well how to assume. Convey to the student that you care about him or her and you will more likely end up with a conversation rather than a disruptive incident.

The student has an audience.

If a student loses face with peers watching, he or she will suffer many future indignities. A student in this position has the curious goal, not of winning a conflict, but of prolonging it. In this way he will be seen by his peers as a "brave knight," defying the odds against the system no matter what the cost.

The goal of the peacemaker remains the same in this setting. Find a way to make yourself the visual target. Attract the disruptor's attention and, at the same time, offer the hope that if he or she will cease prolonging the conflict and allow intervention, there will be a positive outcome.

It is not possible in this space to discuss the various physical techniques of body position one should use when approaching one or more disruptors, particularly in a crowd of other students. Let us assume, for convenience, that the peacemaker has safely passed through the crowd and into the area of conflict. The question now is, What do you do to make yourself the visual target?

If you know both names of the disruptors or combatants, try using humor, a great tool:

"Sara, Janet — how much did you charge for tickets to this fight?"

If you do not know all names, use none. You do not want to attract the attention of only the person whose name you call. He or she may turn and become vulnerable to being hit. You also do not want to seem more favorably inclined toward the one student whose name you know.

Another way to get the attention of the disruptors/combatants is to use sound. Bang hard with your hand on something or slam down anything to make a loud noise. Or, you can whisper something startling to the disruptors that the crowd can't hear. When I am with boys I sometimes whisper, "Your fly is open." To girls I whisper, "He isn't worth it."

If the conflict is really heated — a screaming match that is about to erupt into an actual fight — you can use extreme measures. If there is a nearby chair or table, climb up on it. You can act crazy, say crazy things, start singing. (I once shouted a hodgepodge of nonsense syllables and said I was speaking a foreign language.)

Whether you play to the audience or to the combatants, remember that your immediate goal is to get the attention of the combatants in a way that allows each to save face. If you cause one or more of the volatile combatants to lose face, you will escalate the situation.

Once you have their attention, you will want to move them away from the war zone. The further away they are from the crowd or the place of the conflict, the greater the possibility of keeping their attention.

A group of students has gathered.

A group of students is assembling together when they should be elsewhere. Let's assume that the students are standing in a group in the hall just before class, but after the bell has rung.

As has been said, when you approach a group of students, it is best not to address one or several of them by name. Instead, if you choose to speak, address the whole group. In addition to the reasons already mentioned, when students are in a group and doing something wrong (and they always know), calling their names will in-

cense those who were singled out. You are likely to get the response:

"Hey, man, why me? I'm not the only one here."

One very effective method of attracting and keeping the attention of groups is to use hand signals rather than voice command. Everyone saves face when you motion what to do, rather than order what to do. As you attempt to move the disruptors from the combat zone to another room, motion with two hands, palms up, fingers together and swing your hands in the direction you wish them to move. Do not single out any individual. This technique is usually successful. But if it's not, you can try verbal requests, taking care always to keep your tone personal and calm.

Whether you are alone with a student, or with two kids with a surrounding crowd, or dealing with a group of kids which needs to move on, remember to allow all those involved to save face. If you show respect first, you increase the probability that the disruptors will respect your efforts.

No surprises

After the volatile behavior has been controlled in a conflict situation and the peacemaker is making progress in defusing the incident, the disruptors do not want any surprises. One of the most frequent ways to get a disruptor to re-escalate the situation is to introduce an unexpected factor into the equation.

How can a peacemaker prepare a disruptor for what happens next? This specific situation demonstrates the technique:

You are in the hallway alone with John. John pulls a knife and waves it threateningly in the air, shouting to no one in particular how he plans to use it. You defuse the situation. John now asks:

"What's going to happen next? Am I going to get suspended?"

Most people will think these two questions are connected. I think not. The first question is not related to being suspended or any other delayed consequence of his behavior. What is not being asked, is a very different question: "In the next 90 seconds or so, what is going to happen to me?"

I suggest that you answer the unasked question in the following manner:

"John, we are going to go down this hallway, to stairway #6, down to the second floor and across to room 223, as I want to see if the substitute teacher has showed up. Then we will go to stairway #1, down to the first floor to room 104. We'll go in, I'll close the door, and then you can tell me everything. I'm going to listen and not interrupt."

What you will probably see next is fascinating — a sigh of relief. The individual's body will actually show his or her acceptance of your description of the next 90 seconds. The disruptor sees it as a time not to be frightened, a time of reasonable safety.

"No surprises" is a method of discussing before the fact what is about to immediately happen. Students live in a world of unexpected events. Surprises from parents, teachers and the rest of the world are always happening to them and they are, for the most part, not ready for the onslaught.

You lessen the tension and offer comfort, as well as respect, by verbalizing quietly and personally in a matter-of-fact manner, the details of the immediate future. The last part of your description should center around hope. By saying, "I will listen to everything you have to say, and will not interrupt," you offer the disruptor the hope of having the opportunity to express what is on his or her mind to someone who wants to listen.

Win small, sequential victories

How often have you heard a teacher say to a student: *"Stop that."*

In minor situations, that can work. In a conflict, it is not wise to ask for everything all at once. When dealing with a disruptor, do not to try to stop everything all at once.

A moment ago, we mentioned John, who pulled out his knife in the hallway. We did not say how the peacemaker defused the situation. Let's look at what to say and what not to say in this type of situation. Some might choose to say: *"John, give me the knife."*

He may indeed do just that — "give it to you." Do not make such a dangerous suggestion. Very few combatants in this position will immediately weaken themselves by conceding to such a demand. Instead, suggest very small, almost inconsequential moves:

"John, please move that knife just a bit to the left. It makes me nervous. See, I won't move, just a bit to the left. Thanks."

Once this is done follow with:

"What's up?"

Each time you talk about the knife, ask for a small movement. Win small sequential victories — these are easier for the disruptor to accept.

If you are in a room, the last step might be to get John to place the weapon on a table or chair. Once this is done, while you are talking, casually move in front of the item to put it out of John's sight. Then, at the appropriate time, place it in your back pocket.

If you are in the hallway, you might not have such an easy series of moves. In the past, I have had the disruptor slowly lower the weapon until I finally suggested that he put it back in his pocket. Once we were in a room, away from the crowd, I then again attempted to get the weapon placed on a table.

It is important not to give an order to a person who is displaying a weapon in a threatening manner. Instead, try to win small, sequential victories.

In a dangerous world where people behave unpredictably, violence may often erupt immediately and suddenly. School personnel need practical techniques to reduce the probability that anyone will be hurt. Hopefully, these suggestions will be helpful.

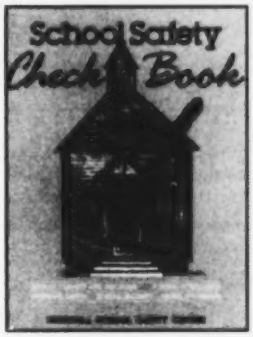
The Commanday Peacemaking Institute offers a series of workshops on how to manage a crisis with "mental self defense" techniques. Contact Peter Martin Commanday, 7 Greenfield Terrace, Congers, NY 10920, 914/268-4420.

NSSC Publications

The National School Safety Center (NSSC) serves as a national clearinghouse for school safety programs and activities related to campus security, school law, community relations, student discipline and attendance, and the prevention of drug abuse, gangs, weapons and bullying in schools.

NSSC's primary objective is to focus national attention on the importance of providing safe and effective schools. The following publications have been produced to promote this effort.

School Safety News Service includes three symposium editions of *School Safety*, newsjournal of the National School Safety Center, and six issues of *School Safety Update*. These publications feature the insight of prominent professionals on issues related to school safety, including student discipline, security, attendance, dropouts, youth suicide, character education and substance abuse. NSSC's News Service reports on effective school safety programs, updates on legal and legislative issues, and reviews new literature on school safety issues. Contributors include accomplished local practitioners and nationally recognized experts and officials. ($59.00 annual subscription)



School Safety Check Book (1990) is NSSC's most comprehensive text on crime and violence prevention in schools. The volume is divided into sections on school climate and discipline, school attendance, personal safety and school security. Geared for the hands-on practitioner, each section includes a review of the problems and prevention strategies. Useful charts, surveys and tables, as well as write-ups on a wide variety of model programs, are included. Each chapter also has a comprehensive bibliography of additional resources. 219 pages. ($15.00)

Set Straight on Bullies (1989) examines the myths and realities about schoolyard bullying. Changing attitudes about the seriousness of the problem are stressed. It studies the characteristics of bullies and bullying victims. And, most importantly, it provides strategies for educators, parents and students to better prevent and respond to schoolyard bullying. Sample student and adult surveys are included. 89 pages. ($10.00)

Child Safety Curriculum Standards (1991) helps prevent child victimization by assisting youth-serving professionals in teaching children how to protect themselves. Sample strategies that can be integrated into existing curricula or used as a starting point for developing a more extensive curriculum are given for both elementary and secondary schools. The age-appropriate standards deal with the topics of substance abuse, teen parenting, suicide, gangs, weapons, bullying, runaways, rape, sexually transmitted diseases, child abuse, parental abductions, stranger abductions and latchkey children. Each of the 13 chapters includes summaries, standards, strategies and additional resources for each grade level. 353 pages. ($75.00)

Developing Personal & Social Responsibility (1992) is designed to serve as a framework on which to build successful school and community programs aimed at training young people to be responsible citizens. 130 pages. ($9.00)

Gangs In Schools: Breaking Up Is Hard to Do (1988) offers an introduction to youth gangs, providing the latest information on the various types of gangs — including ethnic gangs, stoner groups and satanic cults — as well as giving practical advice on preventing or reducing gang encroachment on schools. Already in its seventh printing, the book contains valuable suggestions from law enforcers, school principals, prosecutors and other experts on gangs. The concluding chapter describes more than 20 school- and community-based programs throughout the country that have been successful in combating gangs. 48 pages. ($5.00)

School Crime and Violence: Victims' Rights (1992) is a current and comprehensive text on school safety law. The recently revised book offers a historical overview of victims' rights, describes how it has been dealt with in our laws and courts, and explains its effect on America's schools. The authors cite legal case histories and cover current school liability laws. The book explains tort liability, sovereign immunity, duty-at-large rule, intervening cause doctrine and foreseeable criminal activity, as well as addressing their significance to schools. The concluding chapter includes a "Checklist for Providing Safe Schools." 127 pages. ($15.00)

Educated Public Relations: School Safety 101 (1986) offers a quick course in public relations for school district public relations directors, administrators and others working to achieve safe, effective schools. The book explains the theory of public relations and successful methods for integrating people and ideas. It discusses how public relations programs can promote safe schools and quality education and gives 101 specific ideas and strategies to achieve this goal. 72 pages. ($8.00)

School Discipline Notebook (1992) will help educators establish fair and effective discipline policies. The book reviews student responsibilities and rights, including the right to safe schools. Legal policies that regulate discipline methods used in schools are also explained. 53 pages. ($5.00)

The Need To Know: Juvenile Record Sharing (1989) deals with the confidentiality of student records and why teachers, counselors, school administrators, police, probation officers, prosecutors, the courts and other professionals who work with juvenile offenders need to know and be able to share information contained in juvenile records. When information is shared appropriately, improved strategies for responding to serious juvenile offenders, and for improving public safety, can be developed. The second part of the book reviews the legal statutes of each state, outlining which agencies and individuals are permitted access to various juvenile records and how access may be obtained. A model juvenile records code and sample forms to be used by agencies in facilitating juvenile record sharing also are included. 88 pages. ($12.00)

Points of view or opinions are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice, U.S. Department of Education or Pepperdine University. Prices subject to change without prior notification.

Resource Papers

The National School Safety Center (NSSC) has produced a series of special reports on a variety of topics related to school safety. Each NSSC Resource Paper provides a concise but comprehensive overview of the problem, covers a number of prevention and intervention strategies, and includes a list of organizations, related publications, and article reprints on the topic.

Safe Schools Overview offers a review of the contemporary safety issues facing today's schools, such as crime and violence, discipline, bullying, drug/alcohol trafficking and abuse, gangs, high dropout rates, and school safety partnerships.

Alternative Schools for Disruptive Youth thoroughly covers the historical background of alternative schools and the academic research that has been done on their effectiveness.

Corporal Punishment in Schools outlines the arguments for and against corporal punishment. It also discusses the alternatives to corporal punishment that have been developed by schools and psychologists.

Drug Traffic and Abuse in Schools, after summarizing students' attitudes and beliefs about drugs, covers drug laws and school rules; the legal aspects of student searches and drug testing; and the connection between drug use and truancy, crime and violence.

Weapons in Schools outlines a number of ways to detect weapons on campus, including using searches and metal detectors, establishing a security force, and eliminating book bags or lockers where weapons can be hidden.

Role Models, Sports and Youth covers a number of programs that link youth and sports, including NSSC's urban school safety campaign that uses professional athletes as spokesmen; several organizations founded by professional athletes to help youth combat drugs; and a number of programs established to get young people involved in school or neighborhood teams.

School Bullying and Victimization defines bullying, offers an overview of psychological theories about how bullies develop, and covers intervention programs that have been successful.

School Crisis Prevention and Response identifies principles and practices that promote safer campuses. It presents reviews of serious schools crises — fatal shootings, a terrorist bombing, armed intruders and cluster suicide. Interviews with the principals in charge also are included.

Student and Staff Victimization, after outlining schools' responsibility to provide a safe educational environment, covers strategies for dealing with victimization.

Student Searches and the Law examines recent court cases concerning student searches, including locker searches, strip searches, searches by probation officers, drug testing, and searches using metal detectors or drug-sniffing dogs.

Increasing Student Attendance, after outlining the problem and providing supporting statistics, details strategies to increase attendance by preventing, intervening with and responding to students who become truants or dropouts.

Display Posters

"Join a team, not a gang!" (1989) — Kevin Mitchell, home run leader with the San Francisco Giants.

""The Fridge says 'bullying is uncool!'"" (1988) — William "The Fridge" Perry, defensive lineman for the Chicago Bears.

"Facades..." (1987) — A set of two, 22-by-17-inch full-color posters produced and distributed to complement a series of drug-free schools TV public service announcements sponsored by NSSC.

All resources are prepared under Grant No. 85-MU-CX-0003 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice. Points of view or opinions in these documents are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice, U.S. Department of Education or Pepperdine University. ***Prices subject to change without prior notification.*** *Charges cover postage and handling.* ***Check must accompany order.***

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BY TANI WELSH

Business/school partnerships represent one of the most important educational trends sweeping the country. Corporate America is making a difference.

Architects of excellence

The civil strife that tore apart central Los Angeles earlier this year drew widespread public attention to a troubled inner city, where jobs are scarce, urban blight taints the landscape and gang activity is a predominant recreation for youth.

New business districts have begun to rise from the ashes, but the critical issue is the long-term future of urban Los Angeles and its young residents, those who represent the next generation of a poverty-stricken community.

An innovative youth support program — a partnership between the California Community Colleges and Southern California Edison — is addressing that future by focusing on development of self-esteem and academic skills in African-American male teen-agers. Southern California Edison is the sponsor of the program; funding was procured with the assistance of the California Community Colleges Foundation, which promotes partnerships between businesses and the community college system to fund special projects.

Business-school partnerships

"The partnership with Southern California Edison is an innovative example of how private industry and community colleges can work together to improve educational opportunities for inner-city youths," said David Mertes, chancellor of the California Community Colleges.

Titled the Interscholastic Alliance of African-American Males (IAAM, pronounced "I am"), the program offers high school juniors the opportunities to enroll in community college courses, interact with prominent members of the Los Angeles business community, participate in community service projects, and participate in career counseling programs and internships.

Support of IAAM is part of the Southern California Edison (SCE) commitment to assist in the rebuilding of the greater Los Angeles region.

The Alliance is serving 75 African-American youths selected from Middle College High School and Washington High School in Los Angeles, and Morningside and Inglewood high schools in the suburb of Inglewood.

Middle College High School, a collaborative effort of the Los Angeles Unified School District and the Los Angeles Community College District, is serving as the program's official home. The school was created on the campus of Los Angeles Southwest College to help reduce the high dropout rate in the college's service area, provide improved educational opportunities for students from inner-city neighborhoods and remove students from street gang environments.

Roughly half of the students in central Los Angeles drop out of high school. Even more alarming is the fact that a young black male has at least a three times greater chance of being murdered as he does of graduating from high school with eligibility to enter the University of California system.

Middle College High School serves 300 students: 159 African-Americans and 141 Latinos. Many have expressed fear of gang influence in their neighborhoods and exhibit a strong desire to finish high school and advance to college.

Students enrolled at Middle College High School must sign a compliance contract, which is designed to teach them responsibility and respect for education. Teachers and administrators at the school go beyond the typical workload, providing counseling, tutoring and other assistance to students and helping them make positive choices that alter the course of their lives.

Middle College High School celebrated a milestone this year, graduating its first class.

Family environment

The Alliance is providing its participants a type of close-knit "family" environment. The family theme is echoed in the collaboration of organizations supporting the effort: SCE; Los Angeles Unified School District; Inglewood Unified

Tani Welsh is the manager of Educational Services at Southern California Edison.

School District; Upward Bound; Equal Opportunity Program for Students; Transfer Center, California State University, Dominguez Hills; and the University of California, Los Angeles, Partnership Program.

The goal of the program is to improve the youths' chances of achieving success and fulfillment with family, community, school and employment. Sixty-five percent of the Alliance students are expected to graduate from high school while obtaining advanced academic or vocational training in college. Such training will enable them to receive a college associate degree, a certificate, job skills or allow them to transfer to a four-year institution.

Academic training will go beyond the boundaries of the Middle College High School campus to incorporate athletics, community service, career-related internships and field trips to African-American cultural institutions. IAAM programs will be supplemented with training in basic first aid, safety and water rescue techniques. Students also will be provided with swimming lessons and advanced first aid training in preparation for a lifeguard examination.

Bringing it home

The hope is that students will take what they learn back to their neighborhoods.

"My ultimate purpose in heading IAAM is to help African-American male youths successfully address African-American male issues, so that they build constructive, positive community environments," program director Moses Robinson said.

In addition to receiving support from adult mentors, which include business leaders, teachers and administrators, each student receives peer support from a "buddy" assigned through the Alliance. As students' self-esteem and academic skills improve, they will be provided opportunities to serve as role models for youths in similar programs and/or in elementary schools.

Raising students' self-esteem will be one of the chief challenges of the program. Many of the Alliance participants represent the first generation of their families aspiring to a college education. They may have suffered the loss of family members to inner-city violence, come from single-parent families, exhibit behavioral problems, and have little or no parental or peer support in their lives.

PHOTO COURTESY OF SCE

Alliance organizers believe higher self-esteem can be promoted by demonstrating to students that members of the community at large have an interest and stake in their success.

Southern California Edison strongly believes that every youth should be given an opportunity to succeed in this world. The IAAM program provides that advantage.

SCE is one of the most active supporters of the California Community Colleges system. In addition to supporting the Alliance, SCE funds the Early Start Program for junior high school students at El Camino College, where youngsters are given a preview of their academic futures as an incentive to graduate from high school. Additionally, it provides student scholarships at community colleges in its service area, including an Edison employee mentor for each student recipient.

As a business partner of the California Community Colleges Foundation, SCE serves as an advocate for excellence and innovation within the community college system, which encompasses 107 campuses throughout California.

In its five-year history, the foundation has administered 111 grants worth $44 million. The programs developed by the foundation provide student employment opportunities in both the public and private sectors, scholarships for students in need of financial support, and academic incentives for students at risk of dropping out of high school.

The students assisted by the foundation are the future of California, and consequently, the future of the communities and employers in our state. By joining with the foundation to enhance educational opportunities for those most in need, business leaders make an investment in their own futures and that of California's communities.

An investment in the future

Business support of schools and colleges is playing an increasingly important role in the education of our youth. In California alone, state government budget cuts have drastically reduced the amount and types of services schools can provide to students at all levels.

The concept of the business-college partnership is one of the most important educational trends in our country. There is no better way to stress the importance of academic achievement to those individuals whose future is jeopardized by social and economic misfortune. Nor is there a better method to introduce professional and industrial technologies to the men and women who will likely be using them in this century and beyond.

Business support of education provides guidance for students seeking to make the most of their skills; represents an investment in the students as well as the communities in which they live and work; and most importantly, demonstrates a commitment to disadvantaged populations that may have no other champions.

Our educational system can work. And businesses and corporations can be the architects of excellence in our schools.

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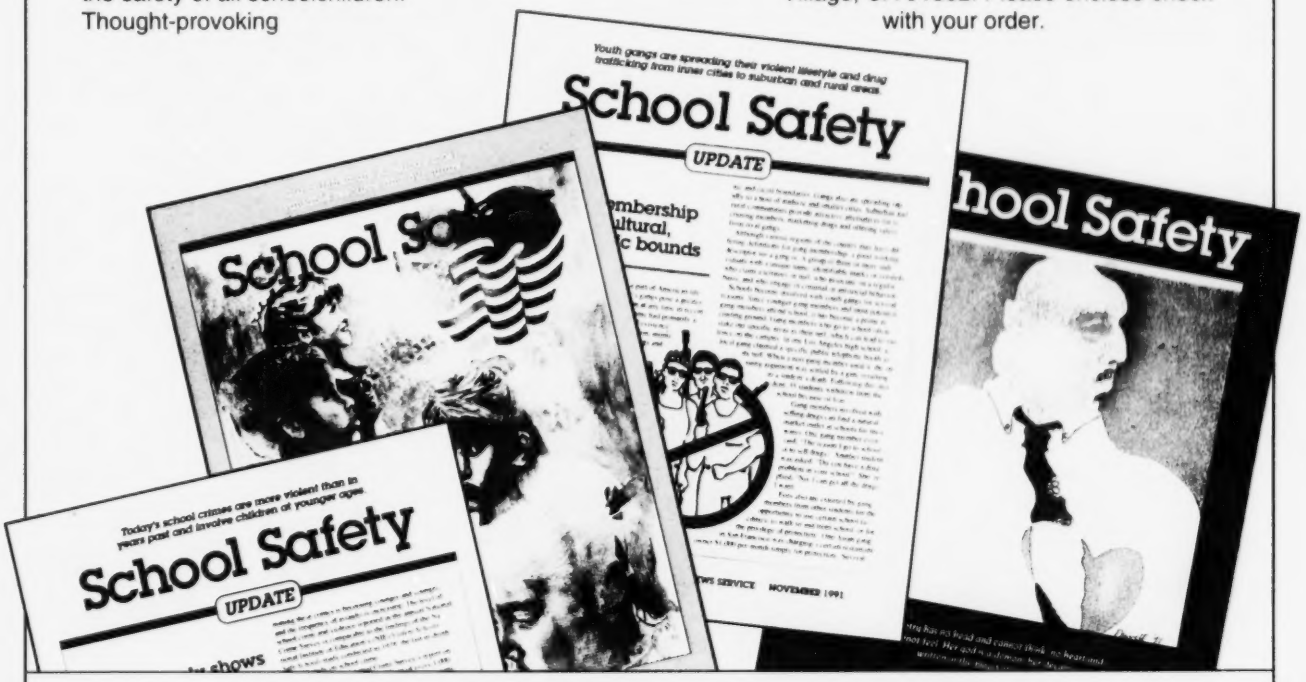

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From fistfights to gunfights

For educational excellence to be achieved, schools must be safe and hospitable places for teachers and students. Yet, in an ever-increasing number of our schools, students and teachers are expected to endure violence, fear and intimidation on a daily basis.

Violence within the schools of America has increased dramatically over the past decade and continues to escalate at an alarming rate. Gang encroachment, drug and alcohol abuse, poverty, child abuse and neglect, overcrowded classrooms and lack of parental supervision and discipline have rendered the once "safe harbor" of the classroom a microcosm of today's social ills.

In a case heard by the U.S. Supreme Court, *New Jersey v. T.L.O.*, Justice Powell commented on the growing problem of violence in schools. He wrote:

> Without first establishing discipline and maintaining order, teachers cannot begin to educate their students. And apart from education, the school has the obligation to protect pupils from mistreatment by other children, and also to protect teachers themselves from violence by the few students whose conduct in recent years has promoted national concern.

Most people equate school violence with large urban areas such as New York, Chicago or Los Angeles. While there has been ample reporting of the violence plaguing big-city schools, violence has invaded suburban and rural schools with little notice by the national media.

A bill introduced into the House of Representatives of the U.S. Congress (H.R. 4538, "Classroom Safety Act of 1992") summarized the rising tide of violence in America's schools thusly:

- Nearly 3,000,000 crimes occur on or near school campuses every year;
- One fourth of the major school districts now use metal detectors in an attempt to reduce the number of weapons introduced into the schools by students;
- Twenty percent of teachers in schools have reported being threatened with violence by a student;
- The despair brought on by poverty and disenfranchisement that affects millions of our youth is rapidly entering the schools;
- Schools are being asked to take on responsibilities that society as a whole has neglected, forcing teachers to referee fights rather than teach;
- Teachers are staging walk-outs to protest the violence which denies interested students the opportunity to learn.

Teachers and administrators require special skills to cope with potentially explosive situations and violent students. Yet, they are not receiving those skills in their university preparation programs. The California Legislature, believing that "certificated school personnel often are not prepared effectively in their professional programs to cope with potentially violent situations or with violent youth," amended the California Education Code (California Senate Bill 2460, Green, 1990). The revised code will require the California Commission on Teacher Credentialing (CTC), the state agency that regulates teacher preparation and licensing, to undertake leadership activities directed toward establishing appropriate standards of preparation for teachers and other certificated personnel concerning violent behavior by students.

Anticipating that a requirement for training teachers and principals in handling violence in schools would be forthcoming from the CTC, Pepperdine University began developing a violence prevention curriculum to be included in the training of future teachers and administrators.

In June of 1992, a grant from the Pacific Telesis Foundation enabled the teacher preparation program to begin developing and field testing a model curriculum for creating a safe school environment. The model curriculum will be designed to be presented in an applied, hands-on, interactive mode. The training will focus on skills that teachers need to maintain a safe, secure and welcoming school climate. The curriculum will also address skills teachers need to help build confidence, self-esteem and pride in their students — attitudes crucial to creating and maintaining a positive and cohesive campus climate.

In addition to the faculty of Pepperdine's Graduate School of Education and Psychology, curriculum developers will draw upon the resources of the Pepperdine School of Law and the National School Safety Center, a resource center administered by Pepperdine University and funded by the U.S. Departments of Education and Justice.

The model curriculum will be field tested with the teachers at Broadway Elementary School in the Los Angeles Unified School District, a partnership school with Pepperdine University. Broadway School serves a diverse student population in an area plagued with social problems. Poverty, crime and racial tension severely inhibit the instructional process. In the past year, two parents of Broadway students have been killed in gang-related incidents.

After further development and field testing, the model curriculum will be made available to other universities for use in teacher and administrator preparation programs. The target date for completion of the model curriculum is January 1, 1993.

H. Woodrow Hughes, Ph.D., is the Associate Dean for Education in the Graduate School of Education and Psychology, Pepperdine University.

BY KENDALL JOHNSON

A new category of crisis is emerging in many schools, causing overwhelming personal stress, job burnout and collective despair for its victims. Fortunately, an intervention strategy has been developed.

The tip of the iceberg

The first two years of this decade have brought unprecedented difficulties to the schools. Budgetary cutbacks, economic recession, increased litigation, the unending flow of federal and state mandates, political tidal waves, and increasingly brutal violence in the homes and communities served by schools conspire to make children's lives more tenuous and their schooling more tumultuous. The impact of these difficulties is felt in the classrooms, the staff room and the crisis response team conference rooms throughout the country.

Critical incidents affecting schools appear to be increasing in frequency, complexity and intensity. As a result, a whole new category of crisis, which no longer fits the model presented thus far, is emerging in many schools. This category includes critical incidents which occur within a context of chronic traumas to the individual or group. Explanations, projections and interventions based upon single-incident crises seem to miss the mark in many school settings. A new way of describing and responding to crisis is needed — that new model may be termed Cumulative Traumatic Stress.

The following case study will serve as an illustration:

Kendall Johnson, Ph.D., is a mentor teacher in a school for troubled teens and maintains a private practice as a family therapist.

Location: *Inner-city elementary school district in the Midwest.*

Situation: *Following the report of an off-campus shooting death of a first-grader, the Crisis Response Team responded to the classroom and school of the victim. After a routine post-violent death intervention, the team saw an unexpected drop in staff morale. This reaction came as a surprise for all involved, because the staff had dealt with a number of incidents more critical than this.*

Complications: *Precedents for the incident were disclosed. The police were investigating the shooting, which was considered to have occurred under suspicious circumstances. The child's 13-year-old brother, who had pulled the trigger of the shotgun, had previously been investigated for killing a third sibling with a shotgun two years earlier. In addition, the staff indicated that this incident was not an exception to the chronic high levels of traumatic incidents which they responded to several times a week.*

They attributed these incidents to the social and economic depression in the area. In the past few years, several giant manufacturing plants that employed a large percentage of the population had been closed and relocated. Neighborhoods which used to be nice were now decimated, populated by those too disadvantaged to move. Homes were deteriorating, burned down or inhabited by transients. Drugs, violence and crime were increasing. With the home front a battlefield, the schools played an increasingly pivotal role in stabilizing the lives of their students.

Reactions: *Individual staff members universally complained of overwhelming personal stress symptoms. In relation to their work they showed signs of spiritual depletion, which manifested itself in depression, isolation, pessimism, numbness and concern that their work no longer had meaning or purpose. On the team level, there was evidence of contagious job burnout, organizational distrust and collective despair.*

In order to meet staff and student needs in this setting, and an increasing number of settings like it, the model of classroom and staff debriefings for critical incident stress has to be modified. The modifications have to address more than individual symptoms and team cohesion and confront larger, deeper social issues.

Cumulative traumatic stress

Cumulative vicarious trauma refers to a set of critical incidents affecting a clientele with sufficient intensity and frequency to result in: (1) chronic individual delayed stress symptoms among

individual service providers; and (2) disintegrating effects upon service teams.

Professionals in close contact with clients who experience a variety of ongoing crises and traumas develop post-traumatic symptoms; their exposure to a number of such experiences can have a cumulative effect. Teachers, health and mental health professionals can be so affected. Cumulative vicarious trauma can be debilitating to both individuals and the teams they serve.

Work-related effects of cumulative vicarious trauma in individuals include chronic work-related symptoms commonly associated with delayed stress response. Individuals suffering from cumulative traumatic stress exhibit many signs of physical, emotional, attitudinal and spiritual exhaustion.

The composite signs of depression, including apathy, lack of caring, sense of powerlessness and chronic fatigue, plague those who have experienced too much trauma. The individual may initially become isolated and tend to overidentify with the staff or school to the extent that family and friendship relationships suffer. His or her attitude will eventually reflect unhappiness and dissatisfaction with work, and can result in detachment from or even hostility toward clientele.

Perhaps most characteristically, too much direct or indirect traumatic stress leads to a decline in optimism, personal sense of purpose and faith that the work is meaningful and useful. In extreme cases, this spiritual depletion can extend to the individual's view of his or her entire life or of life itself.

Cumulative traumatic stress (CTS) affects more than the individual. When it is a work-related phenomenon, CTS is likely to affect all members of the team. CTS stems from incidents affecting the entire team, and it is contagious.

CTS initially manifests itself on the staff level through morale problems and relational difficulties within the team. It develops into distrust of leadership and of the supporting organization, and takes the form of defensiveness at various levels of the team. As a whole, the staff suffers from contagious job burnout. This can eventually lead to a collapse of team mission and purpose and collective despair. Cumulative traumatic stress leads to both personal distress and work team disintegration.

CTS debriefings

Cumulative Traumatic Stress Debriefing (CTSD) is a group intervention. The goals are to address and moderate traumatic stress symptoms and to build group cohesiveness among participants. CTSD is designed to address issues which are eroding individual and team functioning.

Because of the complexity of the incidents leading up to debriefing, the chronic and diverse reactions, and the team level factors addressed, CTSD tends to utilize props such as flip charts, blackboards and checklists, although that varies with the style of the leader.

CTSD protocol follows a specific, predetermined set of phases. These phases include introduction, incidents, complications, reactions, coping strategies and planning.

The introduction phase consists of the same basic format of other debriefings: explain the purpose of the meeting, introduce the leader, outline the format of the meeting and lay ground rules.

Incidents phase

The incidents phase of CTSD serves two purposes. First, it allows the group to narrow the focus of discussion to the three or four most difficult incidents experienced in the recent past. This involves the group reaching consensus as to which incidents were, in fact, the most difficult. This process leads to the second purpose, that of individuals expressing and acknowledging their experiences.

A good approach to facilitate the incidents phase begins by having each participant write down three or four key incidents which they feel affected the team over the past six months. Using a blackboard or flipchart, the leader can have participants call out the incidents they have written down and place checks after repeat mentions of specific events. After the list is complete, the leader can explain to the group that they need to decide together which were the three or four most important.

Complications phase

Events do not take place in a social vacuum, and their meaning and effects need to be understood within their context. The purpose of this phase is to identify and acknowledge the various factors which complicate the key incidents and the ongoing post-incident environment. Complications can include:

- the nature of the client community;
- background factors and precedents;
- key themes;
- organizational issues;
- practical and logistical problems; and
- the interpersonal context.

A good approach for assessing these factors begins by having participants fill in a checklist of possible complications. The checklist should provide prompts, but also provide space for individual comments and additions.

Reactions phase

This phase explores, acknowledges and validates current personal reactions to cumulative stressors. The process begins with personal assessment and continues by sharing these individual reactions. Once the composite personal reactions are brought into the open, the pattern of cumulative stressor effects upon team members as individuals emerges.

Because of the wide range of possible symptoms, and the team members' tendency to minimize their own symptoms or dysfunction, a printed checklist is useful to help members identify their own distress. Discussion of reactions aims at acknowledgment of the extent and universality of chronic stress reactions within the group.

Coping strategies phase

This phase shifts toward empowerment and focuses on individual coping tech-

niques. The purposes are to teach situational stress management, inoculate against further incidents and develop individual plans for self-care.

A good approach uses checklists of coping strategies for initial self-assessment, followed by discussion of participant's use of such strategies to alleviate chronic stress symptoms. This discussion can identify key additional means of coping which members can incorporate into their individual plans.

When deciding whether to use props such as checklists, the leader should consider the extent to which the group is open and able to learn and share from each other. Healthy group functioning and the degree of mutual support determines whether the approach should be didactic or facilitative.

Planning phase

This final phase has two major purposes: to explore the effect of cumulative traumatic stress upon staff functioning and to develop a plan for incorporating staff level stress management into team preparedness and operations.

The planning phase begins by reviewing the types of incidents which beset the group and the complications listed during the complications phase. Then the group explores the following areas for possible change: client community; broader organization; staff preparation; training and conditioning; and school policies, operations and communications; interpersonal reactions and relationships. In addition, each member is asked what he or she personally needs from other team members.

Close the planning phase with a general review of incidents, complications, individual reactions and group reactions. Reinforce plans for individual and group changes, and note referral resources. To complete the debriefing, offer a final opportunity for each participant to express anything left unsaid and to address his or her hopes for the future.

Individual applications

In crisis intervention contexts, individuals sometimes disclose that they are in crisis because of the combination of a number of past incidents and current complications. They struggle with daily decisions about life choices and practical strategies for the future. This situation presents a puzzling glut of information for interviewers to work through, unless some system of organization keeps the session from being sidetracked and hopelessly bogged down.

The following modified CTSD approach has proven useful in such situations. When it has become apparent that a number of incidents and complications figure heavily in the individual's distress, the intervener can provide focus by drawing the following 2 x 2 box on paper or a blackboard:

Incidents	**Reactions**
Complications	**Planning**

If the situation is a crisis intervention, complete the chart during the session, assessing appropriately the individual's need for structured support and risk factors. If the situation is the beginning of an ongoing counseling relationship, use several sessions to gather more comprehensive data. When working with an individual, you may use the complications stage to explore the complications considered in team debriefings, along with personal factors such as family issues, individual background and prior trauma.

Staff and students who have been victimized by school crisis need appropriate and skillful care. Those who choose to accept the challenge of working with traumatized children and traumatized communities need to be prepared to do the very best job possible. They themselves need support in this very important work. Cumulative Traumatic Stress Debriefings have been helpful in providing such support.

Throughout the country, school districts are developing crisis response teams to respond to trauma in the lives of their students. It would behoove them to address the post-crisis needs of staff members and address the issues of cumulative traumatic stress as well.

This material is adapted from School Crisis Management: A Team Training Guide *by Kendall Johnson, available from Hunter House Inc., Publishers, P.O. Box 2914, Alameda, CA 94501, (510) 865-5282.*

Red Ribbon Week campaign promotes anti-drug message

President Bush has proclaimed the week of October 24 to November 1 as National Red Ribbon Week.

Many localities will mark the occasion with rallies, ceremonies, special activities and contests.

The red ribbon was designated as the symbol of intolerance of illegal drug use and a commitment to a drug-free lifestyle following the murder of Federal Agent Enrique Camarena by drug traffickers.

Red Ribbon Week provides an opportunity for schools and communities to unite to raise public awareness regarding alcohol and other drug abuse. Positive attitudes, a key factor in the prevention of drug usage, can be generated through the simple wearing of a red ribbon.

Repetition of the "no use" message reinforces its meaning. The visual impact of hundreds of red ribbons sends a nonverbal message that demands attention. Strong public commitment to a drug-free environment benefits the entire community.

NSSC Documentaries

School Crisis: Under Control

"Imagine a gunman invading your school. Or terrorists planting a bomb. Or a classroom of students held hostage. These situations may seem unreal — even impossible.... Every school — urban, rural or suburban — is vulnerable. When will a crisis strike your school? And will you be ready?"

These words, spoken by acclaimed actor Edward James Olmos, combine with news footage of actual school crisis events to provide an eye-opening introduction to "School Crisis: Under Control," a 25-minute, award-winning documentary on school crisis prevention, preparation, management and resolution. This informative videotape is designed to help schools and communities prepare for the unexpected by designing crisis prevention and response plans. These plans will improve the community's ability to overcome such disasters and also will help schools avoid potential liability.

High-Risk Youth *At the Crossroads*

"Feeling good about yourself can't be bought on a street corner. It must be built from within. But there are dangers you should know about. Those pressures we call '*risk factors*....'"

This powerful message to America's troubled children is presented in "High-Risk Youth/At The Crossroads," a 22-minute, award-winning documentary on youth drug abuse prevention hosted by actor LeVar Burton.

By combining real-life profiles and commentary from nationally renowned authorities, the documentary provides a compelling case to look beyond current drug abuse intervention strategies exemplified by the "Just Say No" campaign. Researchers have identified individual, family, peer, community and school-related problems that make kids more prone to use illegal drugs. The focus on positive response suggests that the most promising approach to "high-risk youth" and drug abuse is one of *prevention*, not simply *intervention*. This important theme is reinforced throughout the fast-paced program.

Principals play pivotal roles in keeping their schools safe and effective places of learning. But, without the support of parents, teachers, law enforcers and other legal, government and community resources, they cannot fulfill their responsibility.

A recipient of eight national and international awards of excellence, "What's Wrong With This Picture?" is designed to encourage dialogue between school principals and their community resources. It presents the critical issue of school safety in a frank and straightforward way, dramatizing real-life incidents of school-related crime and violence, drug abuse and suicide.

Set Straight On *Bullies*

Whoever thought bullies were all talk and no action needs to view the film "Set Straight on Bullies," produced to help school administrators educate faculty, parents and students about the severity of the schoolyard bullying problem. The message is clear: bullying hurts everyone.

The 18-minute, Emmy-winning educational film tells the story of a bullying victim and how the problem adversely affects his life as well as the lives of the bully, other students, parents and educators.

"I'm always scared. I'm scared to come to school ... I don't want to be afraid anymore," the bullying victim says. In fact, NSSC based the film on research indicating one in seven students is either a bully or a victim of bullying.

NSSC Documentaries Order Form

Name

Title

Affiliation

Address

City State Zip

"High-Risk Youth/At the Crossroads" ($50 VHS) _____ copies

"What's Wrong With This Picture?" ($40 VHS) _____ copies ($150 16mm) _____ copies

"Set Straight on Bullies" ($50 VHS) _____ copies

"School Crisis: Under Control" ($65 VHS) _____ copies

Charges cover postage and handling, and are subject to change without prior notification. ***Check must accompany order.***

Mail to: NSSC, 4165 Thousand Oaks Blvd., Ste. 290, Westlake Village, CA 91362

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KELLY JAY ASMUSSEN

Results of a recent study suggest that weapon possession in public high schools is no longer just a big-city phenomenon, but one likely to be found throughout the United States.

Weapon possession in public high schools

Hundreds of thousands of students make new educational discoveries with enthusiasm every day, yet fear of violence hinders the school attendance of thousands more. Estimates show that about 8 percent of urban students skip school daily to avoid violence.[1] The threat of school violence is so real that it overrides their desire to learn. Other students respond by arming themselves for protection against school violence.

According to *Newsweek* magazine, "the root causes of this bizarre and lethal trend include all the usual demons of American society — the easy availability of guns, the rise of drug-related crime, parental irresponsibility, and so on."[2] The most advanced technological and industrialized nation in the world is also the most violent. This may be startling news to some, but to others it is the sad reality that begins in kindergarten.

Fear factors

Students are victimized twice when they experience violence in school — once when they are the victim and again when their learning opportunities are interrupted.[3] Experiencing a crime, or feeling threatened by the possibility of experiencing a crime, creates fear factors that cannot be ignored. Everyone in the school community is a potential victim, and each one is affected every time an incident occurs.

Should it be conceivable that students need to protect themselves during the course of an ordinary school day, anywhere in America?

Times have changed considerably, and although weapon possession is not a major problem in most school systems, it has become one of the top five concerns of school administrators. Young people have always managed to carry weapons of some sort to school, but today's weapons are much more lethal.

The national school-based Youth Risk Behavior Survey (YRBS) is administered periodically to measure the prevalence of priority health-risk behaviors among the nation's youth. In 1990, the YRBS examined the prevalence of weapon possession by school-age students in all 50 states and three territories. Approximately 20 percent of all students surveyed (grades 9-12) had carried a weapon in the 30 days preceding the survey. However, students were not asked if this behavior had occurred while they were at school.

Weapons in school

This article focuses on actual weapon possession in public high schools. The information is based on a survey that was administered within a small, urban, public high school system and then compared with what has been accepted as the national average.

Unfortunately, the amount of empirical research on this subject is limited. More research is needed to help educators plan appropriate courses of action to deal with this problem. Conducting research of this kind poses a delicate problem: to protect the rights of students answering survey forms, yet collect data that may help educators protect their staff and students from potential violence.

Five primary questions were investigated in this sample:

- What percentage of public high school students carry weapon(s) to school?
- What are the reasons indicated for carrying weapon(s) at school?
- What is the frequency of students carrying weapon(s) at school?
- Is the threat of violence to students who attend public high school real or perceived?
- Does the fear of violence hinder students' school activities during school hours?

For the purpose of this study, any item that is taken to school with the intent to hurt someone or to protect oneself is considered a weapon. Many students carry items, such as pocket knives, to school and do not consider them to be weapons. Many are not aware that the school has a

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policy that prohibits such items at school and unintentionally violate school policy. Obviously, other students carry these items knowing that they are illegal at school.

The survey was administered to 859 public high school students in grades 10, 11 and 12. The participating school system is a Midwestern city with a population under 250,000 and a public high school enrollment of 5,747.

Participating in this survey were 437 female students, representing 50.9 percent of the sample and 422 male students, representing 49.1 percent.

National averages confirmed

The study showed that 15.6 percent of the students reported that they had carried a weapon at school during the 1991-92 school year. More than 6 percent of the surveyed students carried a weapon to school on a regular basis (more than six times during the school year), while 12 percent had carried a weapon to school more than one time during the year. The percentage of students who had carried a weapon during the 30 days preceding the survey was 10.4 percent.

Tenth-graders had the highest incident rate of weapon carrying. This group accounted for almost 50 percent of all weapon-carrying students in this sample study. More than 19 percent of the 10th-grade students, 14 percent of the 11th-grade students and 12 percent of the 12th-grade students carried a weapon to school during the year.

Nearly one-fourth of all male students, compared with only 6.6 percent of the females, carried a weapon to school during the year. This figure is consistent with the 1990 National Youth Risk Behavior Survey results showing that males were four times more likely to carry a weapon at school than females.

The weapon carried most often was a knife (9.3 percent), followed by a handgun (2.6 percent), club (2 percent), some other type of weapon (1.7 percent) and other gun (0.3 percent). Twenty-five students reported carrying a gun of some type. The reported levels for both knife and gun possession are in line with reported national averages.

Of the students who carried a weapon to school, about 9 percent reported that they carried the weapon "for their own protection," yet 70 percent of these individuals also reported that they had not been approached at school by anyone with a weapon.

Very few students carried a weapon for their friends or to gain status (5 percent). A little more than 1 percent carried a weapon for an admitted illegal purpose; all of these students reported that they had been arrested previously. Another 5 percent carried weapons for "other reasons." Almost 40 percent of the students who carried a weapon to school carried more than one weapon at a time.

While at school, students typically carried the weapon on their person, most often in a coat pocket or under their clothes. However, if they concealed it somewhere in the school building, it was usually in their locker. Nearly 20 percent of the students surveyed had concealed a weapon in their car in the school parking lot during the school year. This is 5 percent more than those who actually carried a weapon into the school building, which helps confirm the national average of weapon possession for high school students.

Over half of the students (54 percent) had seen another student carry a weapon at school during the past year, while more than 70 percent had heard that another student had a weapon at school.

Reporting weapons at school

Of the 403 students who would report a weapon on campus to a staff person, more than one-third would opt to trust a specific teacher or counselor with this information. Students who would tell a staff person that someone was carrying a weapon at school would do so for personal safety, as well as for general school safety. Yet, more than 50 percent of the students would not tell because they "didn't want to get involved." Another 40 percent of the students indicated they would not report because they were afraid of retaliation, did not want to report a friend, or for other reasons.

A total of 66 students (13 percent) had been approached in a threatening manner by someone at school who possessed a weapon. Of those who reported being approached, 50 students had been approached three or less times. Eight students had been approached more than four times. Yet only 13 students actually reported any of these events to a staff member. Almost 60 percent of the students who carried a weapon at school had been approached by another student who had a weapon at school.

Further illustration is provided by student reports of criminal activity at school. More than 27 percent of the students responded that they had participated in an activity at school that could have resulted in their arrest. Interestingly, 14.6 percent of the students surveyed had already been arrested at least once. Almost half of the students who had been arrested carried a weapon to school more than one time during the year.

When asked about handgun accessibility, nearly one-third answered that someone owned or kept a handgun where they lived. Over one-fourth of the students who had carried a weapon to school on more than one occasion during the school year had access to a handgun from their own home.

According to the survey, the fear of weapons at school interfered with the education of more than 9 percent of the students. Interestingly, nearly 80 percent of those who were affected by fear had not been approached by anyone who had a weapon. Actually, only 2 percent of those who reported that fear of weapons had hindered their education also reported that they had been approached by someone at school with a weapon.

Surprising results

The findings in this sample support previous research that indicate approximately 20 percent of high school students carry weapons to school. For a

small urban city in the Midwest to have similar findings may come as a surprise to some community educators.

More than half of all the students surveyed had seen a weapon at school during the past year. Nearly three-fourths of the students had heard that another student was carrying a weapon at school. Again, this indicates that students have knowledge that other students possess weapons at school, but do not actually report the weapon carriers as they indicated they would in the survey. Peer pressure may be the silent enforcer in these cases.

The 10th-grade classes surveyed had the highest level of weapon possession of the three grades for both males and females. This might be attributed to their fear of being victimized. In speaking confidentially with students in this survey, many expressed that they "had heard how bad it was going to be on the high school level," so they "brought their protection" with them, "just in case."

Additionally, students made comments to the effect that certain junior high schools were much worse than the senior high schools they were now attending. This may indicate that the fear of violence may carry over from previous school experiences and then slowly decrease as students progress through high school.

Students indicated that if they carried a weapon to school, they would do so to "protect themselves." This answer is the most baffling finding of the study. The community from which the data were collected is considered to be a law-abiding, peaceful city, without a serious crime rate. The crime rate is steadily climbing like many other urban areas, yet people feel safe in most areas of town. Why are nearly 20 percent of the high school students afraid to go to school without arming themselves, prepared to protect themselves, should the need arise?

It is surprising that no more than 9 percent of the students reported that threat of violence hindered their educational or extracurricular activities. Students reported seeing weapons at school frequently; weapon carriers reported coming into contact with other weapon carriers frequently. Nearly 20 percent of the students either had a weapon at school or access to one, at home or in the school parking lot.

One previous study of inner-city youth found "that 78 percent of the students expressed fear of being a victim of a violent act, 42 percent had seen someone shot or knifed, and 22 percent had actually seen someone killed."[4] It is not surprising that those who see this kind of violence on a daily basis may become immune to it and expect to see such action. When this happens, the number of incidents reported by students may decrease even further.

Related studies on interpersonal violence in schools suggest that learning is seriously disrupted when students and teachers are in direct danger or fear of attack. If a teacher cannot feel comfortable and confident in the classroom, how can students relax and learn? When fear is involved with the learning process, it makes no difference how good the teacher is or how good the teaching tools are. Teachers who harbor fear tend to be absent from school more often than those teachers who do not experience this fear factor.

A recent survey in Illinois found that 4 percent of the teachers had been attacked in or around the school, 15 percent were victims of attempted attacks, 18 percent felt scared at least part of the day, and 20 percent avoided being alone after school (when students seek help individually).[5]

Violence against teachers seems to escalate when students perceive the rules to be arbitrary, unfair and applied inconsistently.[6] Yet teachers are only occasionally targets of violent attacks; most acts of aggression in American schools are directed toward other students.

Not just a big-city problem

Our youth are exhibiting behaviors at school that merely image our society at large. What is sad is that these behaviors cause some schools to fortify themselves like prisons. Students are monitored when they enter, passing through security checks, many with metal detectors. There are surveillance cameras everywhere and students appear to be fenced in with security wire.

School officials need to identify and strengthen the local resources available to help cope with school violence. There is a need to strengthen the family unit through educational programs offered through our schools, emphasizing conflict resolution, effective decision making, citizenship, cooperation and simple courtesy. Because risk taking is a common link between drug use and violence, educational interventions that identify high-risk behaviors and teach safety skills may be a good starting place.

The implications are increasingly clear: students feel a need to bring weapons to school. The results of this study suggest that weapon possession in public high schools is no longer a big-city phenomenon, but one likely to be found throughout the United States.

Communities and schools need to make an informed decision concerning how they address this problem. No community is immune to violence at school and should prepare for it accordingly. Any type of disturbance should be an opportunity for creating a more positive school climate. A wise administrator will want to prepare programs aimed at educating students, parents and teachers in preventive strategies.

Endnotes

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Changing youths' attitudes about guns

In working to develop a curriculum designed to change youths' attitudes toward guns and violence, the Gun Safety Institute (GSI) of Cleveland, Ohio, recently commissioned research from the Child Guidance Center of Greater Cleveland. The "Development of the Gun-Proneness Questionnaire: A Measure of Attitudes toward Guns and Violence among Urban Youth" results are summarized below.

The gun attitude survey was administered to students in their classrooms, supervised by their teacher and a GSI staff member. Anonymity was assured.

The data analysis yielded the following four factors, which address the question of *why* many youth are attracted to guns.

Excitement. The respondent is stimulated by the potential pleasure guns would bring. Guns are perceived as fun. High scores were awarded for agreement with items like the following:

I bet it would feel real cool to walk down the street with a gun in my pocket.

It would be exciting to hold a loaded gun in my hand.

I'd like to have my own gun.

Power/safety. Analysis showed that these two issues were inextricably linked in the students' thinking. Beyond the issue of guns, these children felt that safety was achieved primarily through power. Additionally, this power was not psychological in nature, but concrete and physically aggressive. Inherent in this mindset is a lack of faith in adults to provide protection, as well as lack of confidence in their own interpersonal skills such as negotiation, assertiveness and conflict resolution. High scores occurred when respondents agreed with statements like:

It's a good feeling to win a fight.

Belonging to a gang makes people feel safe because they've got people to back them up.

If I carried a gun I wouldn't have to be afraid of people out on the street.

Comfort with aggression. Attitudes regarding aggression and violence in everyday life were measured in this subtest. There were few direct references to guns. Here it is shown that the desire to have a gun is not only related to feelings about guns per se, but is also related to beliefs about aggression and conflict in general. Adolescent rejection of adult values may contribute to the desire to own a gun; gun-proneness did increase from the fifth to the seventh grade. High scores were given when a pupil *disagreed* with the following:

Problems could almost always be worked out without fighting if people would just talk things out.

A person who is strong inside can walk away from a fight even if kids make fun of him or her.

Aggressive response to shame. This factor encompasses the belief that shame resulting from an insult can only be undone through aggression. There are two stages in this pattern. First, a high score indicates individuals sensitive to insults or mockery, and second, a reliance on physical aggression is the means of reestablishing a positive self-concept. Sample items are:

A kid who doesn't get even with someone who makes fun of him is a sucker.

If someone insults me or my family, it really bothers me, but if I beat them up, that makes me feel better.

If someone disrespects me, I have to fight them to get my pride back.

A total of 461 fifth, seventh and ninth-grade students in the Cleveland Public School System took the survey. Females comprised 54 percent of the sample, males 46 percent. The racial and ethnic composition of the sample was: African-American, 65 percent; Caucasian, 20 percent; Hispanic, 7 percent; and other, 8 percent.

This sample of urban youth had a high degree of exposure to guns. Almost all had heard shots fired in their neighborhood. A majority reported that they had held a gun and that a relative of theirs had been shot with a gun. Almost one-half stated that there was a gun in their home. Many reported actually seeing someone shot. Forty-one boys and three girls said that they owned a gun; 14 boys and six girls had been shot.

There was a statistically significant difference between the sexes, with boys expressing a higher average level of gun-proneness. Grade level was also significantly related to gun-proneness, with lower scores from the fifth-grade students than from the seventh-graders and ninth-graders, who did not differ from each other. Gun-prone attitudes were not related to racial or ethnic backgrounds.

Overall, gun-proneness seems to be a function both of feelings and beliefs about guns themselves *and* of more general feelings and beliefs about aggression and fighting.

These results have important implications for the development of a curriculum designed to decrease students' attraction to guns. The curriculum should address the issue of aggressive response to interpersonal problems. Learning effective, nonviolent means of dealing with conflict will enable students to protect their self-esteem.

Prepared by Sue Ann Meador, associate editor of School Safety.

Drive-by shooting: Gangs and guns

States that have serious street gang problems have now started to fight back. Legislatures at the state and local level are discussing policies and passing laws designed to take the fun and profit out of gang activity. These laws — designed to make juvenile and adult gang members accountable for their activities — have long been advocated by juvenile justice law enforcement experts.

Juveniles are becoming more acquainted with guns, and the firearms are turning up in schools at an alarming rate. More teen-age boys die from gunshot wounds than all natural causes combined, and a black male teen-ager is 11 times more likely to be killed with a gun than a white male teen-ager.

Between 1984 and 1988, the firearm death rate among teen-agers increased by more than 40 percent.[1] According to the Centers for Disease Control, 2.5 million teen-agers carry weapons.[2]

Heightening the alarm are the increasing activities of gangs whose turf-oriented, "survival of the meanest" philosophy has resulted in gunplay in and around campuses across the country. Drive-by shootings have become signature acts of juvenile gangs.

A few states have now passed laws designed to discourage drive-by shootings. These laws seek both to call attention to the increase in drive-by shootings and to provide stiffer penalties for those prosecuted. The typical law makes it a crime to shoot a firearm from or at a vehicle, without regard for whether the vehicle is moving or parked. The variations apparent in the laws suggest that legislators have attempted to tailor these laws to the types of incidents taking place in their jurisdictions.

California has taken a highly visible approach to the problem of drive-by shootings. It passed an emergency bill on drive-by shootings designed to increase the sentences of gang members by an additional four years — to be served after the sentence imposed for the assault or homicide.[4] The preamble to the legislation contained the following admonition:

> It is the intent of the Legislature to increase the penalty for drive-by shootings that cause a victim to suffer permanent paralysis or paraparesis. By increasing the penalties for these types of crimes, gang members who in recent years have accounted for a dramatic increase in drive-by shootings may be more effectively removed from the streets of our communities for a longer period of time.[5]

In addition, California legislators removed the usual secrecy from the prosecution of juveniles who violate the law, making their delinquency hearings open to the public.[6]

Rhode Island recently passed legislation that provides for a minimum 10-year sentence and a $5,000 fine for anyone who "shall discharge a firearm from a motor vehicle in a manner which creates a substantial risk of death or serious injury."[7] Similarly, the Texas legislature passed a law that punishes drive-by shooters, without regard for whether someone is injured as a result.[8]

Some states have taken steps in this area with little fanfare, expanding current laws to support the prosecution of drive-by shooters. Washington recently expanded its reckless endangerment statute to include this activity.[9]

Drive-by shooting laws represent a significant response to juvenile gang violence. Some practical problems remain. For example, such shootings have risen in popularity because, in most cases, identification of the vehicle involved in the shooting is difficult to obtain. Victims and passers-by are ducking for cover. In cases where license numbers are obtained, the vehicles involved are often stolen and untraceable to the shooters. But the laws do signal a change in policy, and a change in tactics is sure to follow.

When Isaac Fulwood Jr. resigned as chief of the Washington, D.C. Police Department in the summer of 1992, he made the announcement at an inner-city high school, where he commented on how much times have changed:

> There was no such thing as a drive-by shooting or a daily crime count. ... Too many young people now become either criminal or victim or both. Communities may vow to take back the streets, but that won't happen unless communities can reclaim the children from the streets.[10]

Endnotes

1. Statistics attributed to Secretary of Health and Human Services Louis Sullivan, *see Stopping the Violence*, The Seattle Times, Editorial, September 5, 1992.
2. Innerst, Carol, *Pistol-packing kids put schools on alert*. The Washington Times, August 23, 1992, at A1.
3. Worthington, Rogers, *Minneapolis Enlists Gang Member's Help*, Chicago Tribune, December 15, 1992 at 29.
4. 1992 Cal. ALS 510; 1992 Cal. SB 1649; Stats. 1992 ch. 510.
5. *Id.*
6. Cal. Wel. and Inst. Code at 676 (1992).
7. R.I. Gen. Laws at 11-47-61 (1991).
8. Texas Penal Code, §22.021.
9. Revised Code of Washington, 9A.36.050 (1991).
10. *Isaac Fullwood's Commitment*, The Washington Times, September 11, 1992 at F2.

Prepared by Bernard James, special counsel for NSSC.

Getting what you bargain for

Labor law has had a profound effect on the working environment. Nowhere is the impact greater than upon the issue of safety in the workplace. When concerns of safety arise, it is not uncommon for union workers to withhold labor until conditions improve. Even educators have experience with the process.

Teachers in Chicago filed a grievance alleging that unsafe working conditions existed at a school where eight cancer-related illnesses, including five deaths, had occurred within a seven-year period. The city immediately responded.[1] The teachers returned to work after investigation showed no link between the illnesses and the school.

In Tucson, Arizona, teachers and the union filed an unsafe working environment complaint against the school district because of leaky roofs at several sites. The district responded with plans to fix the roofs, ironically concluding that there was no health or safety hazard created because "20 other district schools [also had] leaky roofs."[2]

Given the rise in violence on school campuses, one would expect that teachers and their unions would take a similar attitude toward the conditions created by violence, gang activity, drugs and weapons. Surprisingly, this is not happening.

The lack of coordination between unions and teachers on the issue of safe working conditions is odd for two reasons. First, unions play a major role in defining safe working conditions in the collective bargaining agreement. In one recent court decision in which teachers sued for back pay, the collective bargaining agreement defined unsafe working conditions in the following manner.[3]

> Teachers shall not be required to work under unsafe or hazardous conditions or to perform tasks which endanger their health or safety. Unsafe conditions are understood to include lack of electricity, water or inappropriate working temperatures. Teacher attendance shall not be required whenever student attendance is not required due to inclement weather or unsafe working conditions. All such days are subject to being made up at the discretion of the Superintendent.

The court in the case upheld the award of back pay when it became clear that the refusal of the teachers to work was justified by the unsafe working conditions clause. The judges concluded that "we believe that, in this case, both the *contractual provisions* of the agreement under consideration and the legislation passed in conjunction with the declaration of a state emergency in 1977 necessitate a conclusion that these days were missed on account of the weather."

Thus, it would seem that unions could simply make the safe schools issue an agenda item for the collective bargaining session. The interest of the teachers is certainly served by bringing safe schools issues to the bargaining table. Moreover, it is also in the best interest of the school district. Given the range of occurrences already recognized within the term "unsafe working conditions," liability may be created by the failure to add an occurrence that is both prevalent and disruptive of the educational environment.

Second, unions may find that the failure to raise the issue of safe schools as a part of their duty to bargain on behalf of teachers may result in union liaiblity to teachers. Under the causes on this issue, unions share a duty to respond to conditions that "adversely affect the safety of the workplace."[4] When such actions are not pre-empted by federal law, the union may be liable for negligence in its duty of fair representation.

Interestingly, any duty from which liability might be found is also created in the collective bargaining agreement. Agreements requiring that the union "shall" make certain that the work environment of its members is safe actually create such a duty, while agreements that avoid the mandatory language are not so construed.

In one such case, the court ruled that "that under the collective bargaining agreement the union had taken over for itself a managerial function, the full independent right to enforce safety requirements," adding that the safety responsibility assumed by the union was separate and distinct from the usual duties of a purely representative nature, such as those involved in the processing of grievances.[5]

Given the historic working relationship between teachers and their unions, it should be relatively simple to add safe schools issues to the labor conditions checklist. At a minimum, current grievance procedures could be expanded to include specific complaints about school violence. When school boards become familiar with the effect of unsafe schools on the educational environment as a labor issue, changes will not be far behind.

Endnotes

1. *School Found Safe*, Chicago Tribune, December 19, 1986, at 3.
2. United Press International, November 1, 1983.
3. *Montour School District v. Montour Education Association*, 417 A.2d 1331, 1332 (1979).
4. *See* annotation on Liability of Labor Union for Injury or Death Allegedly Resulting From Unsafe Working Conditions, 14 A.L.R. 4th 1161.
5. *Id.* at 1180.

Prepared by Bernard James, special counsel for NSSC.

The truth — simply told

A message from the inside

Do or Die *by Leon Bing, Harper-Collins Publishers, 1991, 277 pages.*

Reports of yet another barrage of automatic gunfire bring reactions of horror. Because the public may tend to mentally stereotype gangs and the violence they generate, personal distaste for the anarchy gangs represent may preclude any desire to understand the reasons behind such actions. But beyond the generalized labels are real people, and those who live within the shadow of gang territory tell their own stories.

In *Do or Die*, realistic human portraits emerge: G-Roc, B-Dog, Monster Kody, Bianca, Claudia and others. They are carefully defined by their words and actions in such a way that the reader may discover a growing liking for them. The reader becomes caught in their narrative and concerned for their fate.

What quickly becomes clear, should the reader have a stereotypical image of gangbangers, is that these are individuals. There are no mindsets cast in stone. "I don't really like to do drive-bys," says G-Roc, "because innocent people might get hit, you know?" Further reading reveals that G-Roc does indeed shoot people, but his personal code precludes what to him is a non-necessary taking of life. A reference to someone who mistakenly killed the wrong people in a multiple shooting evokes the phrase, "...what he did is scandalous."

The why of gang involvement gradually emerges, in terms moving because of their simplicity. From a juvenile probation camp staff member, regarding adolescent masculinity: "...in any other community but Watts there would be legitimate ways to express those feelings. Little League. Pop Warner. But if you're a black kid living in Watts those options have been removed. ...The gang offers everything those legitimate organizations do. ...You feel wanted. You feel welcome. You feel important. And there is discipline and there are rules."

From a mother, whose gang-member son died before he turned sixteen, comes the bleak recognition that economics play a large part in the determination of childrens' futures. The working poor exist "at the bottom of the present-day American economic barrel," and for this woman reality is mirrored in a resigned acceptance of a way of life that "came as naturally to her boy as hanging out at malls comes to suburban kids."

From both Crips and Bloods comes confirmation that the money from drug sales can provide comforts for the extended family, allowing escape from a marginal existence. Relocating, the dream to "make it out," is a potentiality too beneficial to be ignored. The price for such escape, acknowledged and accepted, is the destruction of their own community.

There are no lengthy expositions upon social injustice or the trauma of violence. For insight, for a look at reality, *Do or Die* is a necessary piece of self-education for those seeking to understand the gang phenomenon. It should be noted, however, that though understanding may come to the reader, it is neither solicited nor awaited by those living the gang lifestyle. "It don't matter what you say about gangbangin', you know, don't matter if anybody understand it or not. We just bringin' home the hate. ...That's the kind of world we live in."

"Cancelled Lives: Letters from the Inside," *a video produced by Brett Hodges, co-produced by Ann Panizzon and directed by Martin Good. Milestone Media, Inc., Santa Barbara, CA, 1991.*

Perhaps nothing will deter a resolute adolescent bent upon crime and violence, but viewing *Cancelled Lives: Letters from the Inside* might give serious pause to those who have not yet taken that "first step" toward delinquency.

Designed as a preventive measure, it offers real words written by real people in a compelling format. Excerpted are passages from letters sent to loved ones and friends, letters written from inmates in custody in various juvenile facilities, jails and grim prisons, to those on the outside.

The situations are painful. A variety of well-known actors narrate vignettes depicting individual descents into gang activity and drug abuse. The hellish results of sexual abuse, told in a victim's own words, touch the heart.

Authenticity is the keynote of this production; locations are obviously not sets in a studio. Inexpressibly sad faces communicate what words cannot. The noise and claustrophobic conditions are captured, as is the essence of humiliation during a requisite, supervised, pre-incarceration shower.

There is nothing "fake" or contrived about this production, nothing insincere or condescending. There is no moralizing, only truth, simply told. It is enough.

Prepared by Sue Ann Meador, associate editor of School Safety.

PRINCIPALS of LEADERSHIP™

Myra C. Bryan

M. Jody Tyson

Excellence is a focal topic this Olympic year. The imagination is caught, riveted upon the dreams and long-held hopes of the dedicated individuals who push themselves toward personal perfection. Nothing less than the best is acceptable, yet much more than the best is demanded as each strives to excel, extending personal goals to increasing levels of achievement.

The quest for excellence is a common theme among this year's Principals of Leadership. These outstanding men and women have displayed to their respective schools, and the communities that surround them, positive examples of guidance; they confirm the trust accorded them by their students' parents. Excellence has been defined as that which "cannot be coerced or mandated. Rather, it is a condition to which individuals may aspire." Each of these men and women have decided that the norm is unacceptable, that the usual can become the unusual through diligence and perseverance.

From superiority in overall school climate to programs preparing tomorrow's adults for tomorrow's job market, from firm nurturing of potential dropouts to innovative curriculum, these examples of excellence demonstrate advantageous use of all available talent. Constructive and creative utilization of time is clearly evident, as is emphatic stress upon mental discipline as the best means of achieving an orderly, safe, productive school environment.

The 1992 "Principals of Leadership" are (counterclockwise from top left): Myra C. Bryan, Socastee High School, Myrtle Beach, South Carolina; Paul Casciano, Moriches Elementary School, Moriches, New York; Francine C. Fernandez, Kailua Elementary, Kailua, Oahu, Hawaii; Dorothy Travis Johnson, Lapham Park Assessment Center, Milwaukee, Wisconsin; Dianna Lindsay, New Trier Township High School, Winnetka, Illinois; Stella Loeb-Munson, Caledonia Elementary School, East Cleveland, Ohio; William Martin, Bleyl Junior High School, Houston, Texas; David Snead, Cass Technical High School, Detroit, Michigan; Stephen Swymer, General Wayne Middle School, Malvern, Pennsylvania; and M. Jody Tyson, Stovall Junior High School, Houston, Texas.

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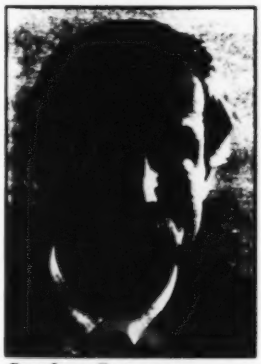
Paul Casciano



Stephen Swymer

Francine C. Fernandez

David Snead

Dorothy T. Johnson

Dianna Lindsay

Stella Loeb-Munson

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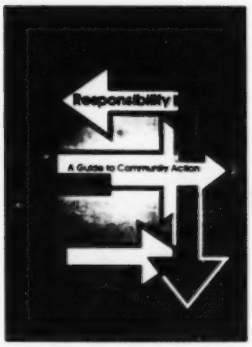
New books promote safer schools



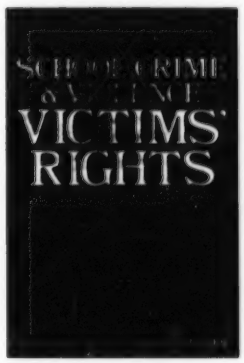
Human nature, all too often, seeks the lowest level of responsibility while seeking the highest expression of freedom and rights. When left unchecked, this often translates into disruption, violence, truancy, early pregnancy, drug abuse and, in general, a lack of appropriate self-control and motivation in young people.

Schools and parents can play an important leadership role with students and the community in teaching responsibility skills. The ideas, suggestions and model curricula set forth in ***Developing Personal and Social Responsibility*** (1992) are designed to serve as a framework on which to build successful programs aimed at training young people to be responsible citizens.

The recently updated ***School Crime & Violence: Victims' Rights*** (1992) is a comprehensive text on school safety law. The book offers a historical overview of victims' rights, describes how it has been dealt with in our laws and courts, and explains its effect on America's schools.

Many educators are not familiar with the magnitude, import or specifics of the burgeoning phenomenon of liability and litigation in the United States. This lack of information and understanding can only breed more conflict and litigation. Schools must prepare themselves for the possibility of such liability.

The authors of ***Victims' Rights*** cite legal case histories and cover current school liability laws. This useful tool provides advice to educators and school administrators in risk and liability prevention, and in implementing campus crime prevention programs.



Originally published in 1986, the newly revised edition of the ***School Discipline Notebook*** (1992) will help educators establish fair and effective discipline. It reviews student responsibilities and rights, including the right to safe schools. The correlation between orderly, disciplined schools and safe, productive schools is examined. Legal policies that regulate discipline methods used in schools are also explored.

In addition, suggestions are offered for the many practical tasks required of educators, including preparing discipline codes, defining and tracking infractions, and disciplining special education students. A resource section suggests publications, films and policies providing further assistance with school discipline.